

# CLACKAMAS COUNTY BOARD OF COUNTY COMMISSIONERS

## Policy Session Worksheet

**Presentation Date:** 1/20/2026    **Approx. Start Time:** 2:30PM    **Approx. Length:** 30 minutes

**Presentation Title:** Clackamas County Emergency Operations Plan

**Department:** Office of Disaster Management

**Presenters:** Daniel Nibouar, Director and Francis Pastorelle, Program Coordinator

**WHAT ACTION ARE YOU REQUESTING FROM THE BOARD?** Board review of the draft 2026 County Emergency Operations Plan.

**EXECUTIVE SUMMARY:** The Emergency Operations Plan (EOP) is the framework the County uses to manage large-scale emergencies and disasters. It assigns responsibilities to County departments and agencies to coordinate emergency response activities before, during, and after any type of emergency or disaster. The EOP does not contain specific instructions as to how each department will respond to an emergency but provides a high-level framework for overall coordination between departments to support the community and continue County operations during emergency situations.

The Board of County Commissioners (BCC) is required to review and promulgate the Base Plan portion of the County EOP every four years in accordance with state and federal requirements to receive federal funding. The County EOP was last signed by the BCC on March 31st, 2022. County department staff, emergency response partners from other jurisdictions, special districts, and community- and faith-based organizations have provided input, reviewed, and updated the County EOP. County Counsel also reviewed the document for compliance with legal authorities and guidelines. Promulgation of the County EOP makes it a legal document and provides guidance for future disasters in Clackamas County.

### FINANCIAL IMPLICATIONS (current year and ongoing):

Is this item in your current budget?     YES     NO

What is the cost?    \$    Staff time only    What is the funding source?    General Fund

### STRATEGIC PLAN ALIGNMENT:

- **How does this item align with your Department's Strategic Business Plan goals?** The EOP aligns with the Disaster Management's goal of coordinating a timely and effective response to minimize immediate impacts of a disaster.
- **How does this item align with the County's Performance Clackamas goals?** The EOP aligns with the County Strategic Priority of Safe, Secure and Livable Communities.

**LEGAL/POLICY REQUIREMENTS:** The county is required to promulgate the EOP every four years by state and federal requirements. Promulgation of the County EOP makes it a legal document and provides guidance for future disasters in Clackamas County. County Counsel has reviewed the County EOP.

**PUBLIC/GOVERNMENTAL PARTICIPATION:** County department staff and staff from other jurisdictions and districts have provided input and have reviewed the updated County EOP. Community members had opportunities to participate through community- and faith-based organizations, as well as the Disaster Management website.

**OPTIONS:**

1. Approve the draft 2026 County Emergency Operations Plan and direct staff to return at a future Business Meeting for final approval.
2. Provide staff with modifications for the Emergency Operations Plan.
3. Take no action on the EOP at this time.

**RECOMMENDATION:** Staff recommends Option 1: Approve the draft 2026 County Emergency Operations Plan and direct staff to return at a future Business Meeting for final approval.

**ATTACHMENTS:**

- #1: Clackamas County Emergency Operations Plan, Base Plan
- #2: Summary of major changes
- #3: Community engagement plan
- #4: Presentation

**SUBMITTED BY:**

Division Director/Head Approval \_\_\_\_\_

Department Director/Head Approval \_\_\_\_\_

County Administrator Approval \_\_\_\_\_

For information on this issue or copies of attachments, please contact Francis Pastorelle @ 503-679-9127

# Clackamas County

# **Emergency**

# **Operations Plan**



**Clackamas County**  
[www.clackamas.us](http://www.clackamas.us)

**March 2026**

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# Acknowledgements

Clackamas County developed this Emergency Operations Plan through collaboration across County departments, local jurisdictions, special districts, and community partners. The overall success of this plan update was due to the dedication and commitment of the project team members, who were essential in providing and gathering subject matter expertise related to preparedness and response efforts from departments across the County. Community partners also played a critical role in providing insights and firsthand experiences, informing the County's future response strategies. The steering committee guided and supported the project and was instrumental in elevating the importance of disaster preparedness throughout departments in Clackamas County. Thank you to all that supported this important project.

## Steering Committee

- Philip Mason-Joyner, Health, Housing, and Human Services
- Scott Anderson, Public Information Officer, Public and Government Affairs
- Dan Johnson, Director, Department of Transportation and Development
- Brad O'Neil, Undersheriff, Clackamas County Sheriff's Office
- Elizabeth Comfort, Director, Finance
- Stephen Hill, Senior Facilities Administrative Services Manager, Finance
- Mary Rumbaugh, Director, Health, Housing, and Human Services

## Project Team

Project Director: Daniel Nibouar, Director, Disaster Management

- Project Manager: Francis Pastorelle, Planning Coordinator, Disaster Management
- Scott Porter, Subject Matter Expert
- Marian Cooper, Management Analyst, Facilities Management
- Marcus Mendoza, Captain, Clackamas County Sheriff's Office
- Kirsten Ingersoll, Public Health Emergency Preparedness and Response Coordinator, Health, Housing, and Human Services
- Gelinda Chernault, Outreach and Engagement Program Planner, Health, Housing, and Human Services
- Stephanie Coleman, Social Services Emergency Planning and Operations Coordinator, Health, Housing, and Human Services
- Mary-Ellen Winterhalter, Community Preparedness & Resilience Coordinator, Health, Housing, and Human Services

# Community Partners

- 
- Medical Teams International
  - Metro
  - Micro Enterprises of Oregon
  - Milwaukie Community Center
  - Molalla Adult Community Center/ Foothills Community Church
  - Molalla Chamber of Commerce
  - Mountain Wave Search and Rescue
  - MudBlosm Connections
  - National Alliance on Mental Illness (NAMI) Clackamas
  - North Clackamas Chamber of Commerce
  - Northwest Family Services
  - Northwest Natural
  - Northwest Oregon Health Preparedness Organization (HPO)
  - Oregon Business and Industry
  - Oregon City Business Alliance
  - Oregon Food Bank
  - Oregon Humane Society
  - Oregon Livestock Council (OLC)
  - Oregon Small Business Development Center Network
  - Oregon State University Extension Office
  - Oregon Statewide Independent Living Council (SILC)
  - Pioneer Community Center
  - Portland General Electric
  - Portland Mountain Rescue
  - Regional Hazardous Materials Team No. 3
  - Salvation Army
  - Sandy Community Action Center
  - Sandy Community/Senior Center
  - Small Transit Providers Workgroup
  - Sound Equine Options
  - The Canby Center
  - The Father's Heart Street Ministry
  - Urban Search and Rescue (USAR)
  - Washington County Consolidated Communications Agency (WCCA)
  - West Linn Chamber of Commerce
  - Wilsonville Chamber of Commerce
  - Wilsonville Community Center
  - American Medical Response (AMR)
  - American Red Cross (ARC)
  - AntFarm Youth Service
  - Bridging Cultures
  - Canby Adult Center
  - Canby Chamber of Commerce
  - Canby Utility
  - Cascadia Health
  - Clackamas 800 Radio Group (C800)
  - Clackamas Amateur Radio Emergency Service (CARES)
  - Clackamas County Business Alliance
  - Clackamas County Educational School District
  - Clackamas County Sheriff's Posse
  - Clackamas County Voluntary Organizations Active in Disaster (CCVOAD)
  - Clackamas Fire Defense Board
  - Clackamas Fire District #1
  - Clackamas River Water Providers (CRWP)
  - Clackamas Service Center
  - Clackamas Women's Services (CWS)
  - Clackamas Workforce Partnership
  - Estacada Community Center
  - Gladstone Community Center
  - Golden Bond Rescue of Oregon, Inc.
  - Greater Portland Inc.
  - Heart of the City
  - Hood River Crag Rats
  - Hoodland Senior Center
  - Immigrant and Refugee Community Organization (IRCO)
  - Lake Oswego Adult Community Center
  - Lake Oswego Chamber of Commerce
  - Lake Oswego Communications (LOCOM)
  - LDS Church, Lake Oswego Stake
  - Lifeworks Northwest
  - Local emergency medical services (EMS) agencies
  - Local school districts
  - Local fire agencies
  - Loveone
  - Medical Reserve Corp (MRC)

# State and Federal Agencies

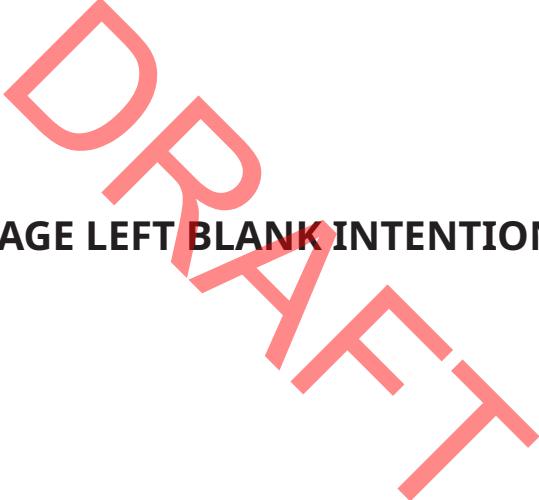
## State

- Oregon Department of Agriculture (ODA)
- Oregon Health Authority (OHA)
- Oregon Department of Environmental Quality (DEQ)
- Oregon Parks and Recreation Department (OPRD)
- Oregon Department of Forestry (ODF)
- Oregon Department of Fish and Wildlife (ODFW)
- Oregon Military Department (OMD)
- Oregon Public Utilities Commission (OPUC)
- Oregon State Fire Marshal (OSFM)
- Oregon Department of Transportation (ODOT)
- Oregon Department of Emergency Management (OEM)

## Federal

- U.S. Centers for Disease Control and Prevention (CDC)
- Federal Emergency Management Agency (FEMA)
- U.S. Army Corps of Engineers (ACOE)
- U.S. Department of Agriculture (USDA)

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# Executive Summary

## Overview

The Clackamas County Emergency Operations Plan (EOP) is a flexible, multi-hazard document that addresses the County's planned response and short-term recovery to extraordinary emergency situations associated with natural disasters, technological incidents, and national security emergencies. It is the goal of the County that responses to such conditions are conducted in the most organized, efficient, and effective manner possible. To aid in accomplishing this goal, the County has formally adopted the principles of the National Incident Management System, including the Incident Command System and the National Response Framework. The EOP does not address normal day-to-day emergencies or the well-established and routine procedures used in coping with such emergencies. Instead, the operational concepts reflected in this plan focus on potential large-scale disasters that can create unique situations requiring unusual responses.

The EOP is a preparedness document, designed to be read, understood, and exercised prior to an emergency or disaster. It directs Clackamas County departments and community partners on their roles and responsibilities as part of a coordinated structure of incident management. The EOP provides basic planning information and describes authorities and practices for managing and coordinating the response to incidents that range from serious but isolated, to large-scale incidents and natural disasters. County departments and community partners must prepare standard operating procedures and, in most cases, more detailed checklists that will describe their internal operations under emergency or disaster conditions.

The EOP is always in effect, and elements can be implemented at any time. The structures, roles, and responsibilities described in this document can be partially or fully implemented in the context of a threat or hazard, in anticipation of a significant event, or following an incident. Selective implementation of the EOP allows for a scalable and deliberate delivery of specific resources and capabilities, and a level of coordination appropriate for each incident.

## Plan Development: EOP Update (2022-2026)

The Emergency Operations Plan is a living document that outlines types of emergencies or disasters that may affect the County, and describes how people and property will be protected. The EOP is promulgated every four years, in compliance with state requirements, with revised processes for coordination during emergency response and recovery operations. Continuous updates are necessary to ensure that departments and organizations know their roles and responsibilities, understand resources available to them during incidents, and execute a coordinated response that supports the needs of the whole community.

This EOP update cycle focused primarily on updating the EOP's 18 Emergency Support Functions. All ESFs received a comprehensive review by the project team's subject matter expert, working closely with the primary agencies for each annex. Major changes to all ESFs included:

- Updating situation overviews to provide more detail about county and agency capabilities
- Clarifying plan assumptions
- Updating Concept of Operations sections to include more detail about response procedures
- Specifying the roles and responsibilities of agencies in the Emergency Coordination sections, rather than using general language

The Core Project Team's approach to community engagement also changed for the 2026 update. In lieu of open sessions for community partners, community and faith-based organizations with a direct role in emergency response were contacted to provide feedback on the specific annexes related to their work. Additionally, a comment form was made available on the EOP website so that any person could contribute feedback for the plan revision.

Support Annex 1 (Evacuation), Support Annex 6 (Debris Management), and all incident annexes were excluded from this revision. Support Annexes 3 (Animals in Disaster) and 5 (Disaster Sheltering) were edited and transitioned into appendices for ESFs 11 (Agriculture and Animal Protection) and 6 (Mass Care). ESF 6 was rewritten by a consultant firm in 2025. Their process included community outreach to primary agencies, supporting agencies, and community organizations.

ESF "Quicksheets," which provide an at-a-glance reference guide regarding the roles and responsibilities of primary and supporting agencies, were excluded from the 2026 revision. These resources were not permanently removed. However, because of the number of edits to the ESFs during the 2026 revision, additional time was needed to bring the Quicksheets up to date.

## Organization of the Emergency Operations Plan

The Emergency Operations Plan is organized into two main sections: 1) Base Plan, and 2) Annexes. The following describes the organization of the plan and descriptions of the content in each section.

**Base Plan:** Explains the disaster management structure and describes how resources and coordination are organized during a response. Operational concepts describe how they interact during emergency response and initial recovery. General roles and responsibilities are outlined for departments and agencies during all phases of emergency management.

**Emergency Support Function Annexes:** Describe coordinating structures that group resources and capabilities into functional areas most frequently needed during a disaster. Annexes identify primary coordinating agencies, including the scope of Emergency Operations Center activities.

**Supporting Annexes:** Describe the framework to ensure sufficient incident management among coordinating departments, agencies, and community partners. Actions described are applicable to nearly every type of incident.

**Incident Annexes:** Describe situations requiring incident-specific implementation of the Emergency Operations Plan. Annex describes the policies, situation, concept of operations, and responsibilities pertinent to the type of hazard situation.

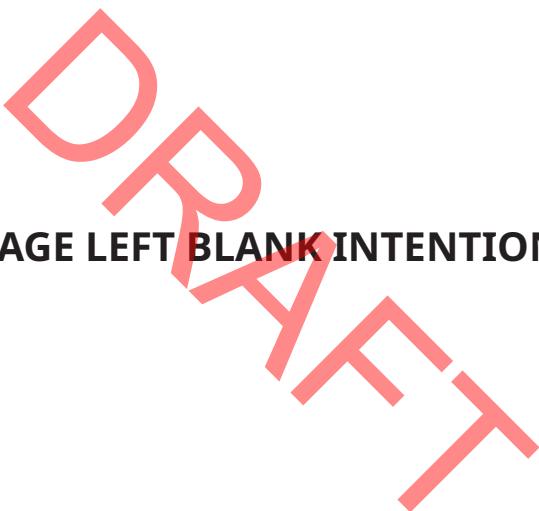
**Informational Annex:** Includes acronyms, definitions, and authorities and references for the EOP.

## Approval and Promulgation

The EOP was reviewed by all departments/agencies assigned a primary and supporting function in the Emergency Support Function Matrix, as well as community response partners. Upon completion of review and written concurrence by departments/agencies, the EOP was submitted to the Board of County Commissioners (BCC) in January 2026 for review and approval. Upon concurrence by the BCC, the EOP was officially adopted and promulgated in February 2026.

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# Letter of Promulgation

To all Recipients:

Promulgated herewith is the Emergency Operations Plan for Clackamas County (County). This plan supersedes any previous plans. It provides a framework within which the County can plan and perform its emergency functions during a disaster or national emergency.

This Emergency Operations Plan is a component of the County's comprehensive approach to emergency management that ensures that the County is prepared to prevent, protect against, mitigate the effects of, respond to, and recover from the hazards and threats that pose the greatest risk to the County.

Focused on response and short-term recovery activities, this Emergency Operations Plan provides a framework for how the County will conduct emergency operations. The plan identifies key roles and responsibilities, defines the primary and support roles of County agencies and departments, outlines the steps for coordinating with response partners, and establishes a system for incident management. The outlined framework is consistent with the National Incident Management System.

This plan has been reviewed by the Clackamas County Disaster Management Director and approved by the Board of County Commissioners. It will be revised and updated as required. All recipients are requested to advise the Clackamas County Disaster Management Director of any changes that might result in its improvement or increase its usefulness. Plan changes will be transmitted to all addressees on the distribution list.

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Craig Roberts, Chair

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Diana Helm, Commissioner

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Paul Savas, Commissioner

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Martha Schrader, Commissioner

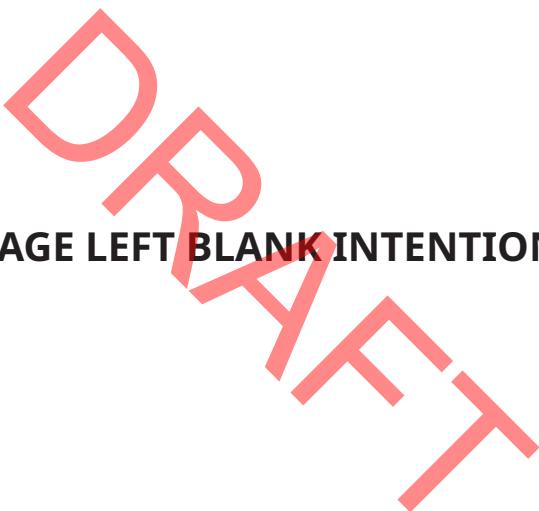
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Ben West, Commissioner

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# Plan Administration

Clackamas County Disaster Management will coordinate review, revision, and re-promulgation of this plan every four years or when key changes occur, such as lessons learned from exercises or events. Changes to the annexes and appendices, and non-substantive changes to the Base Plan, may be made by the Clackamas County Disaster Management Director without formal County Board of Commissioners' approval.

## Record of Plan Changes

All updates and revisions to the plan will be tracked and recorded in the following table. This process will ensure that the most recent version of the plan is disseminated and implemented by emergency response personnel.

Date	Change No.	Summary of Change
2011	2011-000	Global Update through State EOP Planning Project
2016	2016-001	Update of information and brought overall information and formatting in line with the State's new 18 Emergency Supporting Function (ESF) structure.
2021	2021-001	<b>ESF Realignment:</b> Clackamas County realigned several ESFs during the 2021 update to reestablish consistency with the state ESF numbering and accommodate new developments. The following ESF updates have been made throughout the plan to be consistent: <ul style="list-style-type: none"><li>• ESF 6-Mass Care resumed the functions of the former ESF 11- Food and Water, which is now deprecated.</li><li>• ESF 11-Agriculture and Animal Protection, renumbered and renamed from previous title of ESF 17-Agriculture, Animals, and Natural Resources.</li><li>• ESF 13-Law Enforcement renumbered from ESF 16-Law Enforcement.</li><li>• ESF 14-Business and Industry renumbered from ESF 18-Business and Industry.</li><li>• ESF 15-Public Information renumbered from ESF 14-Public Information.</li><li>• ESF 16-Volunteers and Donations renumbered from ESF 15- Volunteers and Donations.</li><li>• ESF 17-Cyber and Critical Infrastructure Security is a new function developed based on event and exercise feedback.</li><li>• ESF 18-Military Support renumbered from ESF 13-Military Support.</li></ul>
2023	2023-000	<b>Debris Management Plan</b> finalized and included as Support Annex 6.
2024	2024-000	<b>Biennial Review.</b> Updates to Section 2. Situation and Planning Assumptions, Section 4. Roles and Responsibilities (DTD, H3S, Finance), and Section 5. Emergency Coordination (Revised EOC Organizational Chart, roles and responsibilities in Command and General Staff)
2026	2026-000	<b>Quadrennial Review.</b> Updates made to Base Plan and all ESFs. Support Annex 2 and 4 reviewed and revised. Support Annex 3 condensed into ESF 11 as an appendix. Support Annex 5 condensed into ESF 6 as an appendix.

## Plan Distribution List

Clackamas County Disaster Management will maintain the Master Emergency Operations Plan (EOP) in the County EOC Library.

The primary method of EOP distribution is electronic, with a copy available on the County's website. The EOP is distributed biannually to:

- Clackamas County Executive Management Team
- Clackamas County Volunteer Organizations Active in Disaster (CCVOAD)
- Emergency management representatives from the county's cities and special districts
- Community and faith-based organization with direct roles in emergency response
- Clackamas County Disaster Management staff

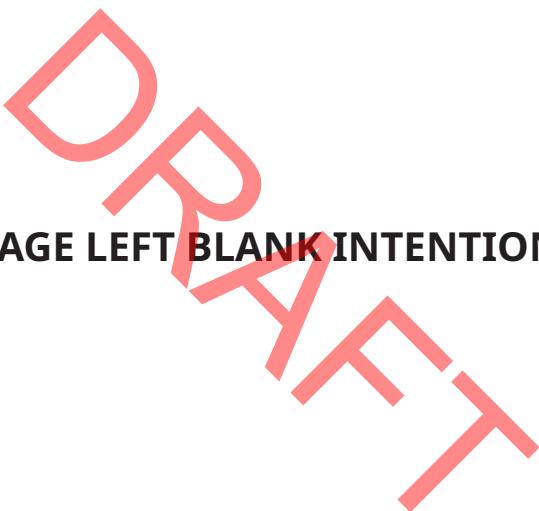
Physical copies of the EOP may be provided by request, on a limited basis.

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# Crosswalk of Emergency Supporting Functions and Tasked Departments/Agencies

Clackamas County ESFs and Organizations Effective Date: March 2026	1 Transportation	2 Communication	3 Public Works	4 Firefighting	5 Information & Planning	6 Mass Care	7 Logistics Management & Resource	8 Health & Medical	9 Search & Rescue	10 Hazardous Materials	11 Agriculture & Animal Protection	12 Energy	13 Law Enforcement	14 Business & Industry	15 Public Information	16 Volunteers & Donations	17 Cyber & Infrastructure Security	18 Military Support
<b>P Primary Agency</b>																		
<b>S Supporting Agency</b>																		
County Administration																		
Board of County Commissioners					S		S	S	P									
Communications/911 (C-COM)	S			S	S	S	S	S	S						S			
Assessment and Taxation				S	S	S								S				
County Counsel				S	S	S												
Disaster Management	S	S	P	P	P	S	S	S	P	S	P	S	S	S	P	S	P	P
Finance		S		S	S	P						S				S	P	
Facilities				S	S	S										S	S	
Health, Housing & Human Services (H3S)	S			S	P	S	P			S	S				S	S		
Public Health				S	P	S	P				S							
Social Services	S			S	S	S												S
Human Resources				S	S	S	S											S
Public & Government Affairs (PGA)	S			S	S	S	S	S		S	S	S	S	S	P	S	S	S
Risk Management				S	S													S
Sheriff's Office (CCSO)	S			S	S	S	S	S	P	S	S		P	S	S	S	S	S
Technology Services (TS)	P			S		S	S	S		S							P	
Office of the Treasurer				S		S												
Transportation & Development (DTD)	P		P	S	S	S	S	S	S	S	P	S	S	P	S			
Water Environment Services (WES)			S	S	S	S	S	S	S					S				

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# 1. Introduction

This section establishes the framework within which this Emergency Operations Plan (EOP) exists and how it fits into existing plans. Additionally, the section outlines federal, state, and Clackamas County emergency management authorities pertaining to the community's roles and responsibilities.

## 1.1 General

The Clackamas County (County) disaster management mission is to ensure that the County is prepared for a disaster by coordinating protection, prevention, mitigation, response, and recovery activities that minimize loss of life and reduce impacts from disasters.

Emergencies are handled effectively in the County every day. These "routine" emergencies are common and are managed by individuals or teams of emergency responders working together to save lives, contain threats, and minimize damage. While the principles described in this EOP can be applied to smaller-scale emergencies, the EOP is intended to offer guidance for larger, more complex incidents that exceed the response capability and/or resources of frontline responders.

No plan can anticipate all the situations and conditions that may arise during major emergencies or disasters. Incident Commanders must have the discretion to act based on the specific circumstances of the incident. It is imperative that all jurisdictions and response agencies have a plan that provides general guidance and a common framework for preparing for, responding to, and recovering from major emergencies and disasters. This plan promulgates such a framework within the County by combining technical capabilities and resources with the judgment and expertise of emergency response personnel, department directors, and other key partners. The EOP employs the principles of the National Incident Management System (NIMS) to effectively manage incidents affecting the County.

No guarantee of a perfect response system is expressed or implied by this plan. While the County will respond to major emergencies and disasters to the best of its ability, it is possible that some disasters may overwhelm the County's resources. This plan is designed to help the County fulfill its response and short-term recovery functions to its maximum capacity.

### 1.1.1 Whole Community Planning

The "Whole Community" planning approach is based on the recognition that it takes participation

of the entire community to effectively prepare for, protect against, respond to, recover from, and mitigate against disasters. The whole community includes:

- Emergency management partners
- Faith- and community-based organizations
- The private sector
- The public, including survivors of an incident

Every person who lives or works in the County shares responsibility for minimizing the impact of disasters on the community. These individual responsibilities include:

- Being aware of the hazards in the community
- Knowledge of appropriate protective actions
- Taking proactive steps to mitigate the impact of anticipated hazards
- Preparing for personal and family safety, as well as the self-sufficiency of neighborhoods

The County will assist residents in carrying out these responsibilities by providing preparedness guidance, emergency public information, and critical public services before and during a disaster. However, a major emergency ~~or~~ disaster may damage the County's critical infrastructure and reduce the workforce available to continue essential government services. Knowledgeable residents who are prepared to take care of themselves and their families and assist neighbors in the early phases of a major emergency ~~or~~ disaster can make a significant contribution toward survival and community resiliency.

## 1.2 Purpose and Scope

### 1.2.1 Purpose

The primary purpose of the EOP is to outline the County's all-hazards approach to emergency operations to protect the safety, health, and well-being of its residents throughout all emergency management mission areas. NIMS and the Incident Command System (ICS) are the frameworks within which all County emergency management activities will be conducted.

### 1.2.2 Scope

This EOP is implemented whenever the County must respond to a major emergency, disaster, or planned event whose size or complexity is beyond that normally handled by routine operations. Such occurrences may include natural, technological, or human-caused disasters and may impact unincorporated areas of the County, incorporated municipalities, or a combination thereof. This plan is intended to guide the County's emergency operations while complementing and supporting the emergency response plans and procedures of responding agencies, other local governments, special districts, and other public, nonprofit/volunteer, and private-sector entities.

A community's disaster management infrastructure is a complex network of relationships. The EOP establishes roles, responsibilities, and relationships among agencies and organizations

involved in emergency operations, thereby facilitating multi-agency and multi-jurisdiction coordination. Using this framework, County departments, offices and agencies that operate under this plan are expected to develop and keep policies and standard operating procedures (SOPs) that describe how tasks will be performed. Training and equipment necessary for response operations should be maintained by County departments, offices and agencies.

The primary users of this plan are elected officials, department heads and their senior staff members, Disaster Management staff, coordinating response agencies, and other partners that support emergency operations. The public is encouraged to review this plan to better understand how the County manages emergency operations.

## 1.3 Plan Activation

Once promulgated by the Board of County Commissioners, this EOP is in effect and may be implemented in whole or in part to respond to:

- Incidents in or affecting the unincorporated areas of the County.
- Requests by the governing body of incorporated jurisdictions.
- Health/public health emergencies in or affecting the County.
- Non-routine life-safety issues within or affecting the County.
- Large and/or complex planned events with significant public impacts.

An emergency declaration is not required to implement the EOP or activate the Emergency Operations Center (EOC). Clackamas County Disaster Management (CCDM) may implement the EOP as deemed appropriate for the situation, at the direction of the Board of County Commissioners, or at the request of an on-scene ~~Incident Commander~~.

## 1.4 Plan Organization

The County EOP is composed of four main components:

### 1.4.1 Base Plan

The purpose of the Base Plan is to provide a framework for emergency operations. Specifically, the Base Plan identifies:

- Legal authorities, including the emergency declaration process, activation of mutual aid agreements, and requests for resources and emergency spending powers.
- Hazards and threats facing the community, including planning assumptions based on the County's response capabilities.
- A concept of operations that describes how the County will conduct its emergency operations and coordinate with other agencies and jurisdictions.
- Roles and responsibilities for elected officials, County departments/offices, and key response partners.
- The County's emergency response structure, including activation and operation of the

- County EOC and application of ICS.
- The County's protocols for maintaining and reviewing this EOP including training, exercises, and public education components.

## 1.4.2 Emergency Support Function Annexes

The Emergency Support Functions (ESFs) are groupings of critical tasks, capabilities, and resources provided by emergency response agencies for the County throughout all phases of a major emergency or disaster. In the event of an incident for which the County's capabilities and/or resources are limited or exhausted, each ESF annex clearly defines coordination pathways between County departments/offices and community partners, as well as procedures for requesting resources and additional support from state agencies.

## 1.4.3 Support Annexes

Support Annexes (SAs) describe functions that do not fit within the scope of the 18 ESF annexes described above or expand on aspects of the ESFs in greater detail. As an example, the Public Health and Behavioral Health SAs build on information presented in ESF 8 (Health and Medical). SAs identify how the County's departments, offices and agencies, the private sector, volunteer organizations, and nongovernmental organizations coordinate to execute common support functions required during an incident. The actions described in the SAs are not limited to particular types of incidents but rather are overarching in nature and applicable to nearly every type of incident.

## 1.4.4 Incident Annexes

While this EOP has been developed as an all-hazards document, some incident types may require unique considerations. Incident Annexes (IAs) supplement the Base Plan by identifying critical tasks particular to specific natural, technological, and human-caused hazards identified in the County's most current Hazard Identification and Vulnerability Assessment. The IAs identify step-by-step actions for each hazard through the pre-incident, response, and recovery phases of an incident.

## 1.5 Authorities

In the context of this EOP, a major emergency or disaster is characterized as an incident requiring the coordinated response of all government levels to save the lives and protect the property of a large portion of the population. This plan is issued in accordance with Oregon Revised Statutes (ORS) Chapter 401, which establishes the authority for the County to establish a disaster management structure and appoint a Disaster Management Director responsible for its organization, operation, and administration. The Disaster Management Director may delegate any of these activities as appropriate.

The County disaster management structure will, at a minimum:

- Coordinate planning activities necessary to prepare and maintain the County EOP.

- Manage and maintain the County EOC from which County officials can coordinate emergency and disaster response activities.
- Establish an Incident Command structure for management of incidents by all local emergency service agencies.
- Coordinate with County and state agencies to integrate effective practices in emergency preparedness and response in a manner consistent with NIMS.

The County disaster management structure is consistent with the National Incident Management System. Procedures supporting NIMS implementation and training for the County will be developed and formalized by the Disaster Management Director.

### 1.5.1 Mutual Aid and Intergovernmental Agreements

State law (ORS 402.010 and 402.015) authorizes local governments to enter into Cooperative Assistance Agreements with public and private agencies in accordance with their needs (e.g., the Omnibus Inter-County Mutual Aid Agreement). Under ORS 190, units of local government may also enter into Intergovernmental Agreements (IGA) with any other unit or units of local government for the performance of any or all functions and activities that a party to the agreement has authority to perform. Both forms of agreement allow the County to share resources with other governmental entities. Personnel, equipment, supplies, and services may be used by a requesting agency if the granting agency cooperates and extends such services. However, without an agreement, both parties must be aware that state statutes do not provide umbrella insurance protection, except in the case of fire suppression pursuant to ORS 476 (the Oregon State Emergency Conflagration Act).

Mutual aid establishes a network among agencies to share critical emergency resources. The agreements prescribe procedures for requesting and responding in a timely and efficient manner. Resources include equipment, supplies, personnel, and services. The County is a party to multiple mutual aid agreements. Three prominent agreements are:

- Inter-County Omnibus Mutual Aid Agreement
- Intra-county emergency resource sharing with cities and special districts
- Oregon Resource Coordination Assistance Agreement (ORCAA)

Clackamas County maintains a list of existing mutual aid agreements. Copies of these agreements can be accessed by request. During a major emergency or disaster situation, a local declaration may be necessary to activate these agreements and allocate appropriate resources.

### 1.6 Continuity of Government and Lines of Succession

Table 1-1 presents the policy and operational lines of succession during a major emergency or disaster for the County. Order of succession guidelines for emergency coordination and emergency policy and governance are kept within the vital records packet at the EOC.

**Table 1-1 County Lines of Succession**

<b>Emergency Coordination</b>	<b>Emergency Policy and Governance</b>
County Administrator	Chair of the BCC
County Operating Officer	Vice-Chair of the BCC
Disaster Management Director	Remaining Board Members (in order of seniority)
Disaster Management Deputy Disaster Manager	County Administrator, or designee

Each County department or office is responsible for pre-identifying lines of succession in management's absence within the department's Continuity of Operations Plan (COOP) plan. All employees must be trained in the protocols and contingency plans required to maintain leadership within the department. Disaster Management will provide guidance and direction to department heads to maintain continuity of government and operations during an emergency. Individual department heads within the County are responsible for implementing their respective COOP plans and procedures to ensure continued delivery of vital services during an emergency.

## **1.7 Safety of Employees and Family**

All department heads or designees are responsible for the safety of employees. Employees should attempt to contact their supervisors and managers as soon as possible following an incident. The 9-1-1 service should only be utilized if emergency assistance is needed. Agencies and departments/offices will implement their respective COOP plans to establish alternate facilities and staff locations as needed. Notification procedures for employee duty assignments will follow procedures established by each agency and department.

During a major incident, Employee Disaster Reporting (EDR) may be activated and monitored. EDR allows employees to self-report status and availability via an external website, telephone number, and email. While all County departments and employees are expected to contribute to the emergency response and recovery efforts of the community, employees' first responsibility is to the safety of themselves and their families. Each employee is encouraged to develop a personal emergency plan to facilitate family safety and self-sufficiency, which in turn will enable employees to assume their responsibilities to the County and its residents as rapidly as possible. The Office of Disaster Management offers Clackamas County employees annual training on personal preparedness.

*See County Employee Policy and Practice (EPP) 55.*

# 2. Situation and Planning Assumptions

This section of the EOP describes the County's risk environment, identifies specific planning considerations, and describes the predicate assumptions underlying this plan. This section ensures that, while taking an all-hazards approach to emergency management, the plan is tailored to the unique risks faced by the County.

## 2.1 Situation

Clackamas County is exposed to many hazards that have the potential to disrupt the community, cause damage, and create casualties. These include natural hazards such as droughts, floods, wildfires, winter storms, heatwaves, earthquakes, and volcanic eruptions. The County also faces threats from technological and human-caused chemical, biological, radiological, nuclear, or explosive incidents. Other potential disasters include hazardous material accidents, health-related incidents, conflagrations, major transportation accidents, and acts of terrorism.

## 2.2 Community Profile

Clackamas County has an estimated population of 426,567 as of 2024. It is the third most populous County in Oregon, following Multnomah and Washington counties, both of which border Clackamas County.

The County encompasses an area of 1,879 square miles, with one-eighth of the land area incorporated and the remainder unincorporated or publicly owned. Elevations range from a low of 55 feet on the shores of the Willamette River in Oregon City to a high of 11,235 feet at the peak of Mt. Hood. Major rivers include the Willamette, Clackamas, and Sandy. The developed areas are on the north and west side of the County. The south and east sides of the County are very low-population rural areas in the mountains, including areas of Mt. Hood National Forest. The primary use of these areas is timber.

Approximately half of Clackamas County community members reside in the 15 incorporated communities of Barlow, Canby, Estacada, Gladstone, Happy Valley, Johnson City, Lake Oswego,

Milwaukie, Molalla, Oregon City, Rivergrove, Sandy, Tualatin, West Linn, and Wilsonville. The other half reside in unincorporated areas, which include the communities of Beavercreek, Boring, Brightwood, Clackamas, Colton, Damascus, Eagle Creek, Firwood, Marquam, Mulino, Oak Grove, Welches, and Zigzag.

**Figure 2-1 Clackamas County Vicinity Map**

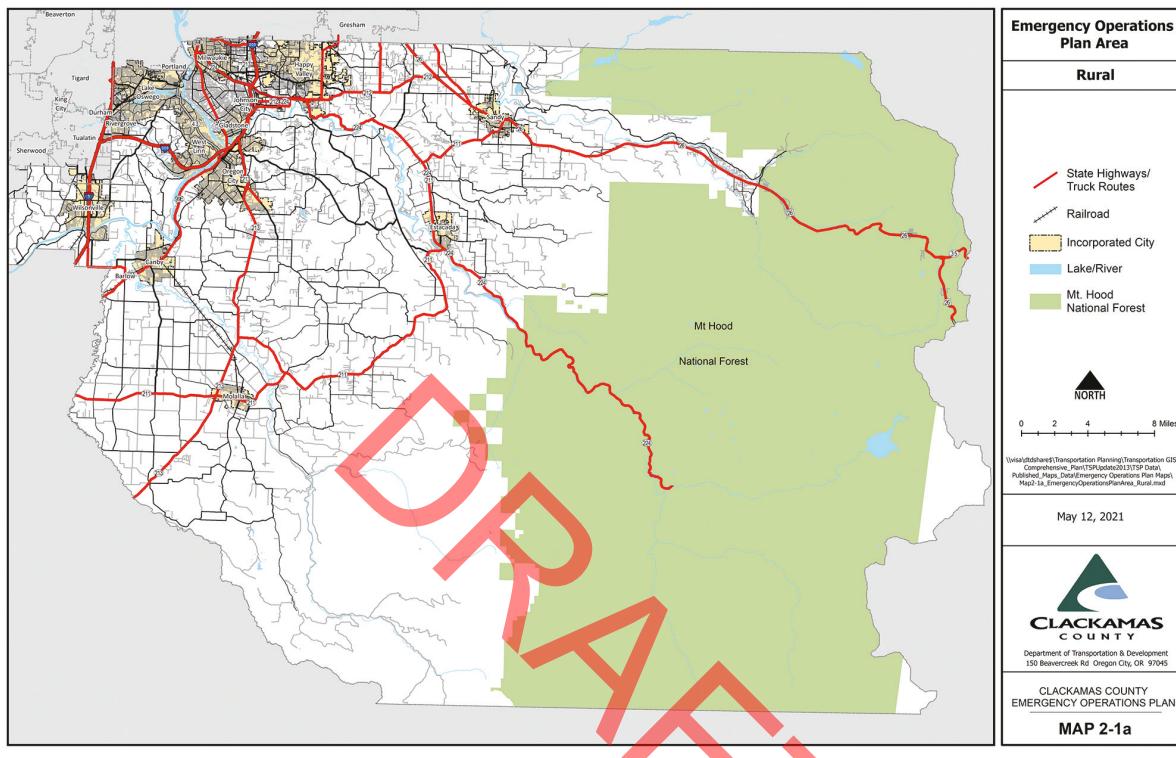
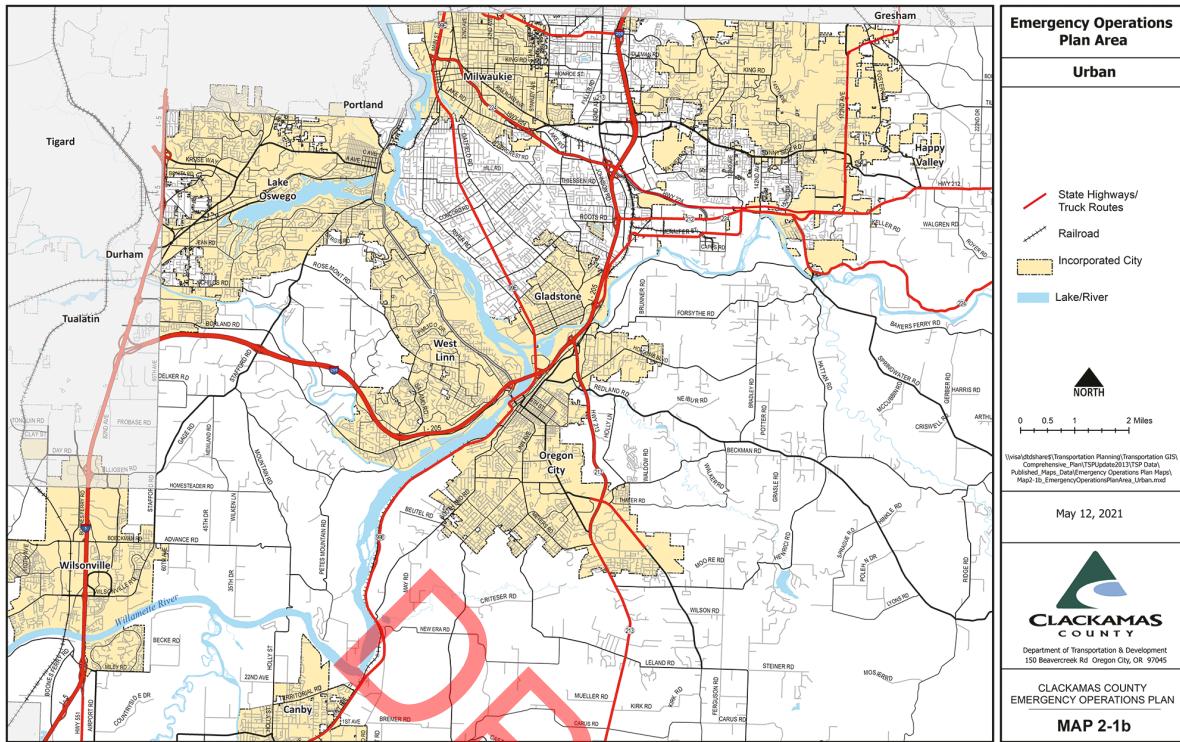
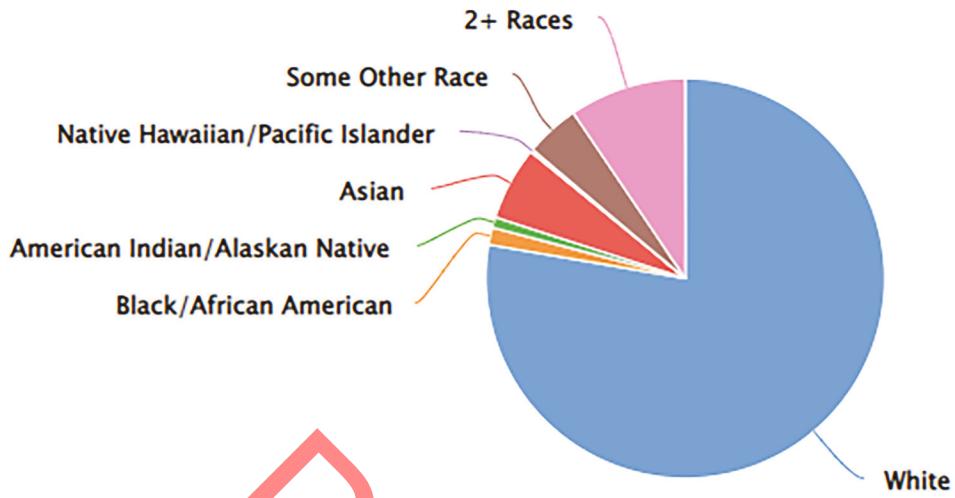


Figure 2-2 Clackamas County Vicinity Map, Urban Area



The population of Clackamas County, broken down by race, is 79.5% White, 9.6% Multiracial, 4.9% Asian, 3.8% some other race, 1.1% Black/African American, 0.8% American Indian/Alaskan Native, and 0.3% Native Hawaiian/Pacific Islander.

**Figure 2-3 Population of Clackamas County by Race**



77.2% of Clackamas County community members identify themselves as Non-Hispanic/Latino and 9.6% identify themselves as Hispanic/Latino. According to 2023 American Community Survey estimates, the median household income of Clackamas County is \$100,675 with 6.6% of families living in poverty.

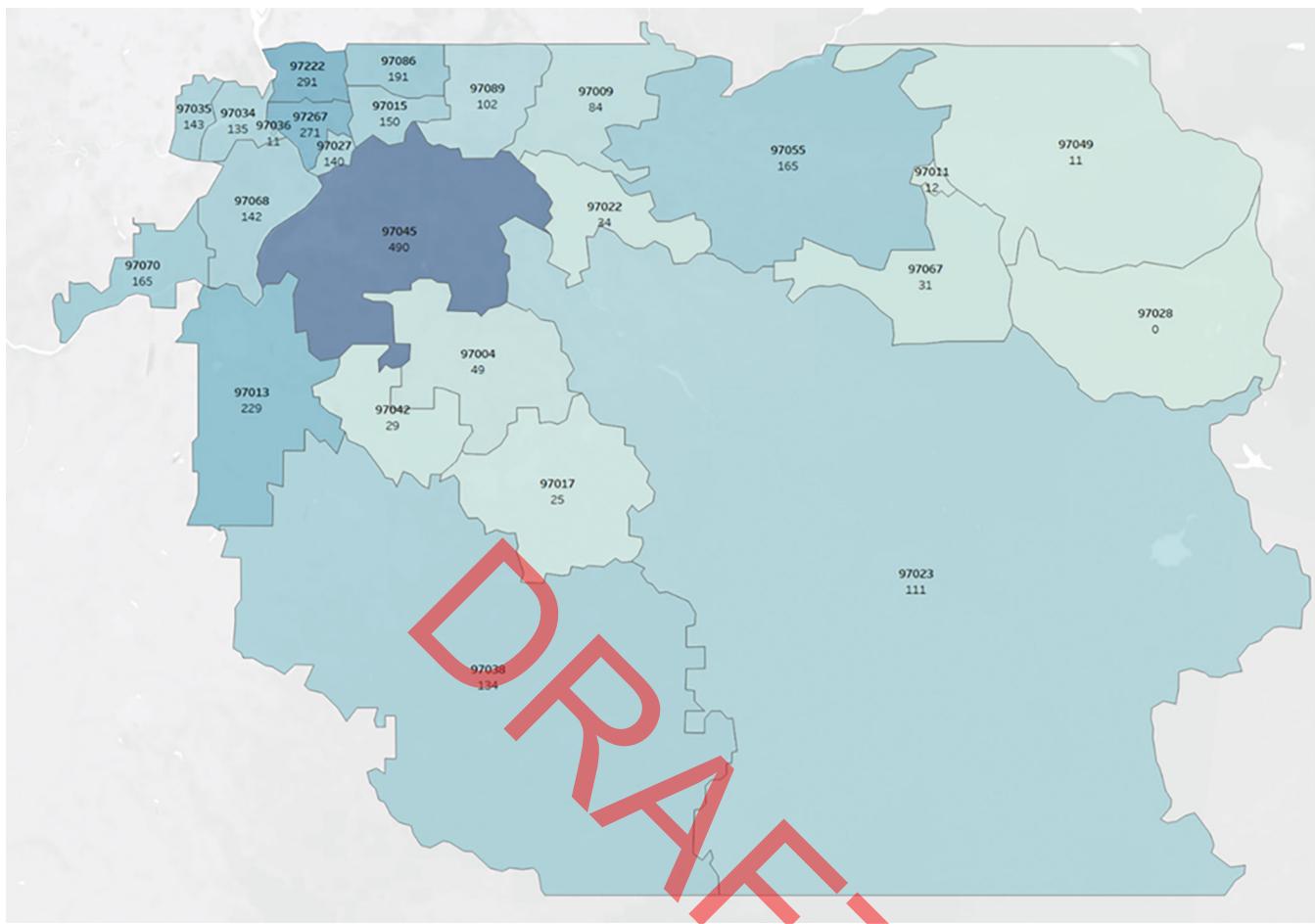
As of 2023, 11.8% of individuals in Clackamas County have a disability. See Table 2-1 for the types of disabilities present in the community. Note that individuals may have more than one disability, so overlap between categories may occur.

**Table 2-1 Disabilities in Clackamas County**

Disability Type	Count of Individuals	Percent of Population
Ambulatory	19,155	4.55%
Cognitive	19,053	4.52%
Hearing	16,662	3.96%
Independent living difficulty	17,725	4.21%
Self-care difficulty	7,893	1.87%
Vision	5,824	1.38%

Residents who have power dependency, meaning that they have electricity dependent devices and durable medical equipment (DME), can be seen on the map below, with darker colors showing a higher concentration of users in that area of the County.

**Figure 2-4 Number of all electricity dependent durable medical and assistive equipment (DME) and devices in Clackamas County, Oregon by Zip Code (as of 2024)**



## 2.3 Hazard Analysis Overview

Table 2-1 presents the hazard analysis matrix for Clackamas County. The hazards are listed in rank order from high to low. Each hazard is assigned a hazard score based on four categories: past historical events, the vulnerability to the community, the maximum threat or worst-case scenario, and the probability or likelihood of a hazard event occurring. The top-rated hazards (top tier) facing Clackamas County are wildfires, the Cascadia Subduction Zone earthquake, crustal earthquakes, winter storms, and extreme heat events. Droughts, floods, and windstorm events rank in the middle (middle tier). Landslides and volcanic events rank lowest (bottom tier).

**Table 2-2 Hazard Analysis Matrix**

Hazard	History	Vulnerability	Maximum Threat	Probability	Total Threat Score	Hazard Rank	Hazard Tiers
Wildfire	18	35	80	56	189	1	Top Tier
Earthquake - Cascadia	2	45	100	35	182	2	
Earthquake - Crustal	6	50	100	21	177	3	
Winter Storm	12	30	70	49	161	4	
Extreme Heat Event	10	35	70	35	150	5	
Drought	10	15	50	56	131	6	Middle Tier
Flood	16	20	30	56	122	7	
Windstorm	14	15	50	42	121	8	
Landslide	14	15	20	63	112	9	Bottom Tier
Volcanic Event	2	25	50	7	84	10	

Source: Clackamas County Hazard Mitigation Advisory Committee 2024

Table 2-3 presents an overall list of threats and hazards facing Clackamas County.

**Table 2-3 Threats and Hazards Facing the County**

Natural	Technological	Human Caused
<ul style="list-style-type: none"> <li>• Earthquake</li> <li>• Animal disease</li> <li>• Drought</li> <li>• Flood</li> <li>• Heat</li> <li>• Invasive species</li> <li>• Pandemic – Human</li> <li>• Severe Storm/high Winds</li> <li>• Sinkhole/landslide/expansive Soils</li> <li>• Smoke</li> <li>• Tornado</li> <li>• Tsunami</li> <li>• Volcanic eruption</li> <li>• Wildfire</li> <li>• Winter storm/ice storm</li> </ul>	<ul style="list-style-type: none"> <li>• Dam failure</li> <li>• Levee failure</li> <li>• Fuel shortage</li> <li>• Hazmat release – Chemical</li> <li>• Hazmat release – Radiological</li> <li>• Transportation accident (<i>major regional impact, e.g., airport or highway damaged</i>)</li> <li>• Pipeline rupture</li> <li>• Urban conflagration</li> <li>• Utility interruption</li> <li>• Water contamination</li> </ul>	<ul style="list-style-type: none"> <li>• Explosive devices (Multiple Improvised Explosive Device Attack)</li> <li>• Cyber attack</li> <li>• Active shooter</li> <li>• Biological attack</li> <li>• Civil disturbance</li> <li>• Food/water contamination</li> </ul>

Significant emergencies eliciting an emergency management response from the County since the last EOP update include the following:

**Table 2-4 EOC Activations in Clackamas County, 2015-2025**

99E/South End Rd Brush Fire (July 2021)	Labor Day Wildfires (Sept 2020)
Extreme Heat (June 2021)	COVID-19 Pandemic (Feb 2020)
Chlorine Shortage (June 2021)	Oregon City Landslide (Dec 2015)
Ice Storm (Feb 2021)	Sandstone Fire (August 2024)
Neibur Rd. Brush Fire (May 2021)	McIver Fire (September 2022)

### 2.3.1 Climate Considerations

Clackamas County experiences rainy and wet weather from October through April, when storms from the Pacific Ocean bring intense rainfall. The county experiences hot, dry conditions from July through September.

According to the Oregon Climate Change Research Institute “Future Climate Projections, Clackamas County,” drought, as represented by low summer soil moisture, low spring snowpack, low summer runoff, and low summer precipitation, is projected to become more frequent in Clackamas County by the 2050s. Increasingly frequent droughts will have economic and social impacts upon those who depend upon predictable growing periods (ranches, farms, vineyards, gardeners) as well as upon the price and availability of fresh vegetables. It may also stress the ability of local jurisdictions to provide water for irrigation or commercial and household use.

Climate change will also be an influencing factor for future flood probabilities. Long-term modeling suggests increases in annual average temperatures may translate in the Pacific Northwest to less total accumulated snowpack and faster storm runoff. This could lead to increased numbers of flash flood events for upper watersheds and the need for greater attention to stormwater management in floodplains.

## 2.4 Capability Overview

Clackamas County has significant emergency response capabilities when considering the resources of the County, cities, special districts, intergovernmental and non-governmental organizations, the private sector, state and federal agencies, and other organizations with resources in or immediately available to the County. The sections that follow provide a high-level summary of those functional capabilities. The County’s emergency response capabilities do not include resources for fire suppression; emergency medical transport; drinking water, electricity, or natural gas supply. Although the County has regulatory responsibilities for some of those functions, these resources belong to cities, special districts, or private sector organizations.

### 2.4.1 Clackamas County

- **Clackamas County Department of Communications (C-COM):** 9-1-1 call taking and dispatch services for fire, medical, and law enforcement; alert and warning services
- **Clackamas County Sheriff’s Office (CCSO):** Patrol; jail services; and special teams

including Special Weapons and Tactics (SWAT), Crisis Negotiations Team (CNT), Rapid Response Team (RRT)/Corrections Emergency Response Team (CERT), the Air Unit (which includes both fixed wing and remotely operated vehicles), search and rescue (SAR), and water rescue and recovery

- **Department of Transportation and Development (DTD):** Road and bridge inspection and maintenance; vegetation management; storm water management; building inspection; solid waste management; animal control; and land use planning and land development
- **Disaster Management:** Medical examiner services; EOC coordination; alert and warning services
- **Health, Housing and Human Services (H3S):** Public and environmental health; behavioral health; emergency medical services; disability services; Medical Reserve Corps; and housing, shelter, and care
- **Water and Environmental Services (WES):** Sewage collection and treatment and storm water management

#### 2.4.2 Cities

- **Engineering and Other Departments:** Building inspection; electricity services
- **Fire Departments:** Fire suppression and prevention, rescue, hazardous materials response, and emergency medical services
- **Police Departments:** Patrol, special teams, participate in local and regional task forces, and other duties
- **Public Works Departments:** Road and bridge maintenance; water, storm water and sanitation services; parks services

#### 2.4.3 Special Districts

- **Fire:** Fire suppression and prevention, rescue, hazardous materials response, water rescue, and emergency medical services
- **Water:** Drinking water treatment, supply, and distribution
- **Vector Control:** Control of flies and mosquitoes (vectors)

#### 2.4.4 Intergovernmental Organizations

- **Clackamas 800 Radio Group (C800):** Owns and operates the county's public safety radio system, which includes a mix of 7/800 MHz, VHF, and UHF radios
- **Clackamas River Water Providers:** Treatment, storage, and distribution
- **Washington County Consolidated Communications Agency (WCCA):** Maintains and supports the County's public safety radio system through an intergovernmental agreement

## 2.4.5 Non-Governmental Organizations

- **American Red Cross:** Shelter and care services
- **Clackamas County Voluntary Organizations Active in Disaster (CCVOAD):** Volunteer and donations management services
- **Community Based Organizations:** Various services including medical, shelter and care, immigrant support, etc.

## 2.4.6 Private Sector Organizations

- **Communications:** Comcast; Ziply Fiber; Verizon Wireless; AT&T; T-Mobile; Clear Creek Communications; Lumen (CenturyLink and Quantum Fiber)
- **Electrical Utilities:** Portland General Electric (PGE), Bonneville Power Administration (BPA), and Canby Utility
- **Emergency Medical Services:** Contract ambulance service provider and non-emergency medical transport providers
- **Healthcare:** Hospitals, ambulatory surgical centers, dialysis facilities, and urgent care clinics
- **Natural Gas Providers:** Northwest Natural and William Northwest Pipeline
- **Petroleum:** Kinder Morgan Pipeline; PetroCard; Hobart Oil Company

## 2.4.7 State and Federal Agencies

- **Farm Service Agency (FSA):** Natural disaster impact assessment and assistance programs for farmers, ranchers, and other agricultural businesses
- **Federal Bureau of Investigation (FBI):** Terrorism and other federal criminal activity investigation; special teams including bomb and hazardous materials response
- **Natural Resources Conservation Service (NRCS):** Technical and financial assistance to help agricultural producers, landowners, and communities.
- **Oregon Department of Forestry (ODF):** Wildfire suppression and prevention
- **Oregon Department of Human Services (ODHS):** Disability, child protection, behavioral health, and senior services
- **Oregon Department of Transportation (ODOT):** State highway and bridge inspection and maintenance
- **Oregon Military Department (OMD):** National Guard personnel and equipment and armory operations; Civil Support Team for chemical, biological, radiological, and nuclear incident response
- **Oregon Office of State Fire Marshal (OSFM):** Regional hazardous materials (HAZMAT) response team operations; fire prevention; coordination and support for wildland-urban interface (WUI) fire operations.
- **Oregon State Police (OSP):** Patrol services, special teams, state bomb squad, state

background checks, state-level protest response team, hosts the State Medical Examiner's office.

- US Forest Service (USFS): Wildfire suppression on national forest lands

## 2.4.8 Other Organizations

- **Clackamas Amateur Radio Emergency Service (CARES):** Amateur radio communication volunteers working in support of public safety.
- **Portland Metropolitan Explosives Disposal Unit (MEDU):** Bomb squad service

## 2.5 At-Risk Populations

Per FEMA's 2024 guide, Planning Considerations: Putting People First, "people of color, indigenous people, people who are incarcerated, infants, children, people with disabilities, older adults, households with low incomes, and individuals with access and functional needs" are more likely to experience adverse effects from disasters. Many communities are more likely to face challenges in accessing the resources necessary to adequately prepare for these events and to recover physically, mentally and economically after the event.

Clackamas County is committed to achieving and fostering a whole community disaster management system that is fully inclusive of at-risk populations, including individuals with disabilities and those with access and functional needs. To ensure equity is considered in all EOC operations, EOC Command includes the role of Equity Officer, who facilitates coordination with community-based organizations on response and recovery operations. By integrating community- and faith-based organizations, service providers, government programs, and at-risk populations into the planning process, meaningful partnerships have been developed, enabling the County to create, support, and sustain an inclusive disaster management system.

### 2.5.1 Populations with Disabilities, and Access and Functional Needs

Access to emergency services shall not be denied on the grounds of color, national origin, sex, age, sexual orientation, or functional needs. Populations with disabilities, and access and functional needs (DAFN), also referred to as vulnerable populations and special needs populations, are members of the community who experience physical, mental, or medical care needs and who may require assistance before, during, and after an emergency incident.

Examples of individuals who have access and functional needs include, but are not limited to:

- **Experiencing:**
  - Current injuries
  - Being under medical care
  - Pharmacological dependencies
  - Houselessness

- **Living in:**
  - Low-income households
  - Congregate housing
  - Rural settings
  - Carceral or other institutional settings
- **Who are:**
  - Pregnant
  - Older adults or children
  - Tribal members
  - Immigrant farm and industry workers
  - Transportation disadvantaged
  - Reliant on electricity-dependent medical equipment
  - LGBTQIA+
- **With:**
  - Limited ability to speak, see, hear, or comprehend
  - Developmental, intellectual, sensory, or physical disabilities
  - Chronic health conditions, including mental illness
  - Limited English Proficiency (LEP) or who are non-English speaking

People with DAFN within the County have the primary responsibility for minimizing the impact of disasters through personal preparedness activities. Disaster Management will assist them in carrying out this responsibility by providing preparedness information, emergency public information, and critical public services in an accessible manner.

### ***2.5.1.1 Disabilities***

The County will conduct emergency planning and response in a manner that complies with Title II of the Americans with Disabilities Act (ADA), which states that emergency programs, services, activities, and facilities must be accessible to people with disabilities. In an emergency, people with disabilities may face a variety of challenges evacuating to safety. A person with a mobility disability may need assistance leaving a building without a working elevator. Individuals who are blind or who have low vision may no longer be able to independently use traditional orientation and navigation methods. A deaf person may be trapped somewhere unable to communicate with anyone because the only available communication device relies on voice.

Although it is the policy of the County for all people to take primary responsibility for minimizing the impact of disaster through personal preparedness, it must be acknowledged that in an emergency it is likely that those with disabilities will have specific needs which exceed their abilities. As a result, Clackamas County emergency response agencies should be prepared to render assistance to those with disabilities. Examples of ways that emergency response agencies can assist those with disabilities include the following:

- **Inclusive Emergency Planning:**
  - Include individuals with disabilities in emergency planning to address specific needs.
  - Plan for individuals with mobility, sensory, cognitive, or communication disabilities in evacuation, response, and recovery efforts.
- **Personal Preparedness Support:**
  - Assist individuals with disabilities in creating emergency kits and personal response and evacuation plans tailored to their needs.
  - Develop support networks to check on and assist those with disabilities during emergencies.
- **Accessible Communications:**
  - Provide information in multiple formats using plain language, braille, large print, and electronic formats.
  - Provide interpreters for public announcements and briefings.
- **Shelter Accessibility:**
  - Ensure shelters have ramps, accessible restrooms, and wide doorways.
  - Allow personal mobility devices, service animals, and medical equipment in shelters.
  - Provide private areas for medical care or other personal needs.
  - Provide power sources for medical devices like ventilators or wheelchairs.
  - Consider sensory and cognitive needs.
- **Transportation:**
  - Use adaptive transportation vehicles that can accommodate wheelchairs and other mobility aids
  - Include clear instructions of accessible evacuation routes, exits, and assembly points
  - Provide contact points for requesting assistance
  - Clearly communicate the availability of evacuation assistance devices (stair chairs, lifts).

## 2.5.2 Infants, Children and Adolescents in Disasters

Planning and preparing for the unique needs of infants, children and adolescents is of utmost concern to the County. The County will consider preparedness, evacuation, shelter operations, and public outreach and education activities that identify issues particular to minors.

Parents, legal guardians, and temporary guardians with children have primary responsibility for minimizing the impact of disasters to themselves and their dependents through personal preparedness activities. Disaster Management will assist in carrying out this responsibility by providing preparedness information, emergency public information, and critical public services.

Schools and childcare centers are encouraged to prepare for all hazards and should also be aware of the ways their facilities may be impacted by specific incidents. For example, active threat events may require staff and students to shelter in place.

## 2.5.3 Animals in Disaster

Major disasters can impact pets, service animals and livestock as severely as their human owners. While the protection of human life is paramount, the need to care for companion animals and/or domestic livestock affects decisions made by people impacted by disasters. Owners are responsible for preparing for the care of their animals during a disaster. Disaster Management will assist in carrying out this responsibility by providing preparedness information, emergency public information, and critical public services.

Animals that are separated from their owners/care givers can be the source of several issues that impact emergency response.

- In a disaster, some people become more concerned about the welfare of their animals than they are for themselves. This can impair their ability to make sensible decisions about their own safety.
- Concern for the safety of pets and domestic animals can also lead people to reject evacuation, make re-entry attempts before it safe, or enter an unsafe area during active disaster response to attempt to rescue animals.
- Escaped pets and livestock can be a health hazard to people due to animal bites or diseases transmitted by animals.
- Escaped livestock can lead to traffic issues for both people that are evacuating the disaster areas and for first responders.
- Due to the close relationship between some people and their animals, the loss of animals in a disaster can result in impacts on mental health.

In a disaster, saving human life is the highest priority; however, as the issues identified above show, animals cannot be viewed simply as inanimate property. The County may coordinate with local animal owners, veterinarians, and animal advocacy groups and charities sponsored by private organizations to address animal-related issues that arise during an emergency. If local resources are insufficient to meet the needs of animals during a disaster, the County may request assistance through the regional Animal Multi-Agency Coordination (MAC) group or OEM.

## 2.6 Protection of Critical Infrastructure and Key Resources

Critical infrastructure and key resources (CIKR) support the delivery of critical and essential services that help ensure the security, health, and economic vitality of the county. CIKR includes assets, systems, networks, and functions that provide vital services to cities, states, regions, and sometimes the nation, disruption to which could significantly impact vital services, produce cascading effects, and result in large-scale human suffering, property destruction, economic loss, and damage to public confidence and morale.

Key facilities to consider in infrastructure protection planning include:

- Structures or facilities that produce, use, transport or store highly volatile, flammable,

- explosive, toxic, and/or water-reactive materials.
- Government facilities, such as departments, agencies, and administrative offices.
  - Hospitals, nursing homes, and housing likely to contain occupants who may not be sufficiently mobile to avoid death or injury during a hazard event.
  - Police stations, fire stations, vehicle and equipment storage facilities, and EOCs that are needed for disaster response before, during, and after hazard events.
  - Public and private utilities and infrastructure that are vital to maintaining or restoring normal services to areas damaged by hazard events.
  - Transportation facilities such as roads, bridges, ports, railroad yards, logistics terminals, and fuel depots.
  - Communications infrastructure (both wired and wireless) and cyber systems, assets, and networks such as secure County servers and fiber optic communications lines.

## 2.7 Planning Assumptions

This EOP is based on the following assumptions and limitations:

- The County will be able to function at a basic level to maintain essential services and execute this emergency plan.
- All emergency response personnel are trained and experienced in operating under the NIMS/ICS protocol and have appropriate certifications and background verification.
- Responding County agencies will utilize existing directives and procedures in responding to major emergencies and disasters; however, the unique nature of disaster incidents may require that agencies adapt their plans to meet incident conditions.
- State and federal assistance will be available for all emergency response and recovery needs should a disaster or major emergencies be of a magnitude and severity beyond what the County can handle.
- Sufficient space, equipment, supplies, and personnel will be available to execute emergency plans.
- Seasonal changes in the County population due to tourism, short-term rentals, migration, and other factors will introduce challenges in meeting community needs.
- The County will have the ability to communicate emergency information to different audiences.
- Control over County resources will remain at the county level even though the governor has the legal authority to assume control in a state-declared emergency.
- Sufficient communication and transportation systems and resources will be available to allow County staff to conduct and coordinate their emergency response actions.

# 3. Concept of Operations

This section of the EOP provides concepts for the County's emergency operations and guides multi-jurisdictional coordination and Incident Command.

## 3.1 General

During emergency response, ~~first responders~~ (such as fire services, law enforcement services, emergency medical services, and public works departments) will have the primary response role on-scene. Depending on the incident type, scale, and potential for expansion, the initial response may also include hospitals, local public health departments, and hazardous material teams. In all emergencies, protecting human lives is the County's and emergency response personnel's top priority.

## 3.2 Disaster Declaration Process

ORS 401.165 authorizes each city, county, or municipal corporation to declare a state of emergency within its jurisdiction and to establish city/county codes defining the conditions that constitute an emergency, the emergency measures that can be invoked, and the agency or individual authorized to declare that an emergency exists.

When an emergency incident or disaster exists within a city and the local ability to respond is or is expected to be exceeded, the governing body of the city may declare an emergency and send the emergency declaration to the County for submission to the state. ORS 401.165(6) provides that the County will transmit declaration requests submitted by a city to the Oregon Department of Emergency Management (OEM). If a city is divided between two counties, the city emergency declaration is submitted to the county in which the majority of the city is located.

The Board of County Commissioners (BCC) may declare an emergency pursuant to Clackamas County Code Chapter 6.03 when a major emergency or disaster exists within the incorporated and unincorporated areas of Clackamas County

- If assistance is requested by such incorporated jurisdiction(s) and
- The County's ability to respond is, or expected to be, exceeded

County and impacted city officials must coordinate their declarations when incidents cross city/county boundaries to ensure anticipated needs are identified and addressed.

The BCC's authority to declare an emergency includes the authority to declare a local public health emergency. The Board of County Commissioners serves as the governing body of the local public health authority (LPHA) and ORS 431 grants the Board the authority to declare a local public health emergency and request state and federal assistance.

An emergency declaration serves several purposes. It allows the County to:

- Set the stage for requesting state and/or federal assistance to augment local resources and capabilities.
- Receive resources from organizations and individuals through mutual aid and cooperative assistance agreements.
- Implement local emergency plans.
- Provide legal protection for actions initiated under emergency conditions.
- Raise public awareness

An emergency declaration also allows the BCC to implement any or all of the emergency measures included in Clackamas County Code, Section 6.03.060. Such measures include:

- Requiring evacuations, barricading streets, establishing curfews, and imposing other controls necessary to protect life and property.
- Diverting funds and resources to emergency operations to meet immediate needs.
- Suspending normal procurement rules.

### 3.2.2 Content of Declaration

The following information will be included in the draft declaration prepared for presentation to the BCC:

- A description of the major emergency or disaster event.
- The geographical area covered by the declaration.
- A preliminary assessment of property damage or loss, injuries and deaths.
- A description of local resources applied to the disaster.
- The emergency management agency or any other agency or official of the County as the agency or official charged with carrying out emergency duties or functions under the ordinance.
- An estimate of the length of time during which the designated area will remain in an emergency status.

If assistance is requested from the state, the declaration should also include specific details about the additional resources being requested as well as how the incident has exceeded the scope of resources already committed by local governments or through existing local mutual-aid agreements.

### 3.2.3 Submission to the State

When a major emergency or disaster occurs and the County has responded to the best of its ability and is, or will be, overwhelmed by the magnitude of the damage, the County can request assistance from the state of Oregon. The request can be submitted concurrently with the emergency declaration process or done separately as might be the case in an escalating incident. Requests sent to the state must be submitted in writing and include a certification that all local resources have been expended along with an initial assessment of property damage or loss, injuries, and deaths.

The governor, after assessing the situation, may declare that an emergency exists, execute the assistance provisions in the state's emergency plan, and direct the use of state resources. If it is evident that the situation is, or will be, beyond the combined capabilities of local and state resources, then under the authority of the Stafford Act (PL 100-707, amending the Disaster Relief Act of 1974, PL 93-288) the Governor may request that the president declare that a major emergency or disaster exists in the state.

### 3.2.4 State Assistance

The Oregon Department of Emergency Management (OEM) Operations Officer coordinates with the agencies represented in the State Emergency Coordination Center (State ECC) to determine the best way to support local government requests. Local government requests will be made by the Clackamas County Disaster Management (CCDM) Director. The State Operations Officer evaluates resource requests based on the goals and priorities established by the OEM Director, or by the State ECC IC/UC in case of an ECC activation. Agency representatives keep the Operations Officer informed of assigned resources, resources available for commitment, and the status of all resources.

State resources are provided to the County through the disaster management structure or to the on-scene Incident Commander as agreed to by the entities concerned. The OEM Director makes final decisions in cases of conflicting interest such as competing resource requests or establishing priorities.

### 3.2.5 Federal Assistance

In the event the capabilities of the state are not sufficient to meet incident needs as determined by the governor, federal assistance may be requested. OEM coordinates all requests for federal assistance through the State ECC. FEMA coordinates the governor's presidential request for assistance in accordance with the National Response Framework.

## 3.3 Incident Management

Clackamas County conducts disaster operations in accordance with the National Incident Management System (NIMS). NIMS is flexible because it is applicable to any incident regardless of cause, size, location, or complexity and its components can be used to develop all-hazards plans, processes, procedures, agreements, and roles.

### 3.3.1 Incident Command System (ICS)

Concepts set forth under NIMS include the Incident Command System (ICS) structure. ICS is a standardized, flexible, scalable, all-hazard incident management system designed to be utilized from the time an incident occurs until the need for management and operations no longer exists. ICS provides:

- A core set of organizational processes for all hazards
- Shared terminology
- Standardized resource management procedures for coordination between different jurisdictions and organizations
- Training requirements for all staff involved in emergency response

The County will utilize ICS to manage resources and activities during an emergency response to collaborate with other responding agencies using common terminology and standardized operating procedures.

The ICS structure can be expanded or contracted as needed depending on the conditions of the incident. During a large-scale incident, the ICS structure can be staffed and operated by qualified personnel from any emergency service agency and from a variety of disciplines; however, County departments and offices are primarily responsible for staffing the incident. The County ICS structure can also be utilized for lower-level emergencies, such as a minor incident involving a single emergency response agency, or in non-emergency situations. The County has established a disaster management structure that supports Emergency Operations Center (EOC) activation, ICS operational procedures, and position checklists.

### 3.3.2 EOC Activation

A Disaster Management Duty Officer is on call 24 hours-a-day, seven days-a-week, and is advised of any threats, unusual events, or situations by Clackamas 911 (C-COM). Reports may also originate from concerned residents, on-scene Incident Command, or other agencies. The Duty Officer has the responsibility to monitor and follow up on any threat that has the potential to impact the County. It is important to note that although the Duty Officer may be monitoring the progression of an incident or event, the EOC is not considered activated until Disaster Management staff are tasked to support the incident and are operating outside their normal scope of day-to-day business activities.

The County EOC activates in a Unified Command that may be composed of:

- Disaster Management (CCDM Director or designee)
- Law Enforcement (Sheriff or designee)
- Fire and EMS (Fire Defense Board Chief or designee)
- Public Works (DTD Director or designee)
- Human Services (H3S Director or designee)

- Public Health Officer under H3S

### 3.3.2.1 EOC Activation Notification

Disaster Management will monitor developing or occurring hazardous events, evaluate the need for activation of the EOC or Department Operations Centers (DOC), confer with department representatives, and issue notifications for EOC activation. An email update will be provided to all EOC staff and County employees notifying them of the activation. The Clackamas County emergency notification system may also be used to notify EOC staff of EOC activation. Disaster Management notifies the Oregon Department of Emergency Management of all levels of EOC activation.

The County Administrator, County Chief Operating Officer, Disaster Management Director, and Disaster Management Deputy (or their designees) have the authority to activate the EOC. The Sheriff and county department directors may request activation through the Disaster Management Director. When a decision to activate is made, EOC activation status will be declared to Disaster Management staff and any EOC staff already engaged in incident monitoring and assessment.

### 3.3.3 Clackamas County Incident Levels

Incident levels assist local, County, and state response agencies to recognize the size, scope, complexity, and actual or potential impact of an emergency. The County uses three (3) incident levels as described in Table 3. Because every incident has the potential to intensify or expand to a higher level, examples are provided based on historical events in Clackamas County. The incident level will be determined by the Incident Commander.

Table 3-1 Clackamas County Incident Levels

Incident Level	Description	Incident
Level 1 Monitoring & Assessment	In some instances, the EOC and/or Department Operation Centers (DOCs) may be activated at a monitoring level to assess a small incident or event that could rapidly escalate, such as a weather event or wildfire. Situations that can be handled by Disaster Management staff using minimal resources are referred to as “routine” crisis management or emergencies. The EOC is considered activated at the lowest level. For these situations, it may not be necessary to implement the EOP.	Brush Fire (May 2021) Chlorine Shortage (June 2021)
Level 2 Partial Activation	Level 2 activations are characterized by a need for response assistance from outside agencies (due to a need for specialized equipment or personnel, insufficient or inadequate on-site resources, etc.). Partial activation is used to establish hazard-specific functions without activating the entire response organization. This approach may be optimal for planned public events, incidents of moderate size and scope or incidents requiring specialized resource support. CCDM will determine initial staffing needs. EOC Command will determine which portions of the EOP to implement.	Extreme Heat (June 2021) Winter Storm (January 2024)

Incident Level	Description	Incident
Level 3 Full Activation	Level 3 situations are major incidents that require application of a broad range of community resources to save lives and protect property. This level of activation includes all EOC and DOC organizational elements at full staffing. Examples of such situations include an airline crash in a populated area, a major earthquake, etc. Emergency plans will be implemented and the EOC will be activated to coordinate response and recovery activities.	Pandemic (Feb 2020) Wildfire (Sept 2020) Ice Storm (Feb 2021)

### 3.3.4 Jurisdictional Authority

The jurisdiction in which the incident occurs has authority and primary responsibility for managing the incident:

Initial incident response is provided by local first responders and directed by on-scene command. Response activities may include rescue, firefighting, emergency medical services, crime scene investigations, traffic and crowd control, evacuation, and emergency public information, among others. On-scene Incident Command may establish a Unified Command to integrate jurisdictional authority and functional responsibilities of participating organizations.

If the incident occurs within an incorporated area, the city in which it occurs has jurisdictional authority and primary incident management responsibility. If two or more cities are impacted, the cities share responsibility for incident management and the safety and well-being of their residents. The County has jurisdictional authority and primary incident management responsibility for incidents that occur in the unincorporated area of the County, and for health emergencies countywide. If the incident impacts both an unincorporated and an incorporated area, the County and impacted cities share responsibility and will likely operate under Unified Command.

All jurisdictions with incident management responsibilities are likely to activate their EOCs in a major emergency or disaster. The EOC coordinates resources in support of field activities, shares incident information, conducts multi-agency planning, and operates the Joint Information System (JIS). All participating agencies/jurisdictions collaborate to establish and maintain a common operating picture.

The County EOC provides a facility from which response can be effectively coordinated. It is the hub for the emergency management organization and is the central point for coordinating all incident-related activities. EOC operations are focused on support, coordination and advisory functions to ensure all response efforts contribute to common objectives.

### 3.3.5 Multi-Agency Coordination

In the event the County coordinates response with other jurisdictions or agencies with authority over the incident, it may choose to implement a Multi-Agency Coordination (MAC) Group.

Typically, administrators/executives (or their appointed representatives) who are authorized to commit agency resources and funds are brought together to form MAC Groups. Other names for MAC Groups include “multi-agency committees” and “emergency management committees.” A MAC Group can provide coordinated decision-making and resource allocation among cooperating

agencies and may establish priorities among incidents, harmonize agency policies, and provide strategic guidance and direction to support incident management activities.

Regional Multi-Agency Coordination Groups include:

- **All-Hazards MAC Group:** Provide situational awareness for non-public health and health care response partners and coordinate strategic priorities across jurisdictions to maximize support for health care systems, emergency medical services, and public health partners.
- **Animal MAC Group:** Build and maintain disaster preparedness for animals, coordinate the response and resources in an emergency with animal welfare agencies and non-profits, and serve as subject matter experts in animal care, shelter, veterinary care, transport, and rescue equipment.
- **Health-Medical MAC Group:** Provide situational awareness for health care systems, coordinate strategic priorities to maximize capacity and capability for patient care, and provide strategies for the allocation of critical medical resources for hospitals and health care systems.
- **Public Health MAC Group:** Provide situational awareness for public health jurisdictions, coordinate strategic priorities across jurisdictions, ensure accurate public information across the region, and provide strategies related to the allocation of critical public health resources.

### 3.3.6 EOC Deactivation

Each incident will be evaluated to determine the need for continued operation of the EOC after the emergency response phase of the incident has ended. This decision is made by the on-scene Incident Commander, EOC Command, and/or County Administrator or designee.

During the initial phase of the recovery period for a major disaster, it may be appropriate to continue to operate the County EOC during the day with limited staffing to facilitate dissemination of public and local government disaster relief information. At a minimum, the EOC should remain activated until responsibility for management of disaster recovery operations is transferred to the County Administrator and staff as part of their daily responsibilities or to a disaster recovery organization activated for that purpose.

Disaster Management and the County Administrator or designee have final approval authority for activation and closure of the EOC. Once the decision has been made to limit hours/staff or close the EOC, notification must be disseminated to the same agencies that were notified of its activation. If necessary, the EOC may also be re-opened and emergency operations re-initiated at any time. As with initial activation, re-activation of the EOC would occur at the direction of the Disaster Management Director.

## 3.4 Communications

The ability of responders from different agencies and disciplines to work together depends greatly on their ability to communicate with each other. The use of common terminology enables emergency responders, EOC personnel, and County staff, as well as personnel from

neighboring jurisdictions or the State, to communicate clearly with each other and effectively coordinate response activities, regardless of an incident's size, scope, or complexity. The County has established a public warning and broadcast system to provide emergency information and instructions during a pending or actual emergency incident or disaster.

### 3.4.1 Interoperability

Interoperability allows emergency management/response personnel and their affiliated organizations to communicate within and across agencies and jurisdictions via voice, data, or video-on-demand, in real-time, when needed, and when authorized. This includes equipment and the ability to communicate. Recognizing that successful emergency management and incident response operations require the continuous flow of critical information between jurisdictions, disciplines, organizations, and agencies, interoperability plans or procedures should be developed that include training and exercises, SOPs, new technology, and considerations of individual agency governance, as well as consideration of use within the stressful and often chaotic context of a major response.

### 3.4.2 Phone Communications

Phone communications are used for administrative coordination, emergency notifications, and backup when radios are overloaded.

- **Primary System:** Landline and mobile phones issued to EOC staff and responders.
- **Backup Systems:** Satellite phones available for key personnel in case of network failure
- **Emergency Notification System:** Reverse 911 and mass alert systems for warnings.

### 3.4.3 Data Communications

Data communications are used for digital coordination, information sharing, and situational awareness.

- **Incident Management Software:** Veoci or similar systems for logging incidents, resource tracking, and reporting.
- **GIS and Mapping Tools:** Geographic Information Systems (GIS) for real-time mapping of incidents.
- **Email and Secure Messaging:** Microsoft Teams or encrypted email systems for operational updates.
- **Public Information and Alerts:** Social media, County websites, and Integrated Public Alert & Warning System (IPAWS).
- **Low Earth Orbit Satellite:** High-speed internet access Starlink satellite internet network that transmits data via radio signals from satellites close to Earth to user terminals on the ground.

### 3.4.4 Radio Communications

Radio communications are used for real-time tactical and operational coordination among first responders and emergency personnel.

- **Primary System:** Countywide 800 MHz trunked radio system with interoperability, which allows multiple user groups to share a limited number of radio frequencies efficiently by dynamically assigning channels based on need.
- **Backup System:** VHF/UHF radios for mutual aid and redundancy operated by licensed amateur volunteers in the Clackamas Amateur Radio Emergency Service (CARES).

## 3.5 Public Information

Emergency public information involves developing and coordinating information and disseminating it to the public, coordinating elected officials, subject matter experts, and incident management personnel. Pre-planning, message maps, easily adapted message templates, and established partnerships can assist the Public Information Officer (PIO) to determine the most effective method format and means of dissemination to reach the most members of the community. To ensure that appropriate information is distributed to all populations within the County, Disaster Management ~~will develop partnerships with a variety of organizations such as:~~

- Communication service providers
- Local officials and state agencies
- Representatives from DAFN populations (such as non-English-speakers and disabled residents)
- Staff from nonprofit emergency support organizations
- Representatives from fixed facilities
- Third-party emergency alert and telephone notification vendors
- Television and radio broadcast stations

These partnerships help inform overall guidance and input into emergency public warning and public information (including emergency public information message development, standards of practice, and evaluation tools) and help to refine public information plans and procedures.

The PIO is a member of the EOC Command Staff who is responsible for interfacing with the public, media, and other agencies during all emergency mission phases. During an emergency, the PIO gathers, verifies, coordinates, and disseminates accurate, accessible, and timely information, and is an important link between the emergency management organization and the community. The information the PIO provides to a community can call people to action, educate and inform, change behavior and attitudes, create a positive impression of the County's emergency management organization, prepare the community for an emergency, and address misinformation and disinformation being inadvertently or deliberately spread.

Once the EOC is activated, a Joint Information System (JIS) may be utilized by the County to manage public information and provide critical information sharing and coordination across

jurisdictions, organizations, and agencies during an incident. Similar to the function of the PIO in ICS, the JIS will be used to determine information to be communicated to the public, create clear and easily understood messages, ensure that information is accurate, and identify how messages should be conveyed and distributed to ensure consistency. Also similar to ICS, the JIS is scalable to the needs of the incident.

A Joint Information Center (JIC) is a central location that facilitates the operation of the JIS. It is a physical or virtual location where PIOs can gather, information needs can be handled, and the media can gather information on all aspects of an emergency. EOC Command authorizes activation of the JIC. Upon activation of the JIC, responding department/office PIOs and support staff will assemble at the JIC. Representatives from applicable agencies and organizations will also assemble at the JIC at the request of the lead PIO.

*For more information on the JIS and JIC, see ESF 15 – Public Information*

### 3.5.1 Emergency Alert and Warning Systems

The County utilizes a multi-channel alerting strategy to ensure broad and redundant emergency notification of the public. The following systems will be activated based on the nature, severity, and urgency of the emergency:

- **Everbridge Mass Notification System:** - A County-managed mass notification platform that delivers alerts via text, phone calls, email, and social media. This platform requires opt-in.
- **Wireless Emergency Alerts (WEA):** - A federal system that delivers short 360-character emergency messages to smart phones in targeted areas.
- **Emergency Alert System (EAS):** - A national public warning system that broadcasts emergency messaging over radio and television.

### 3.5.2 Methods of Public Information Dissemination

Clear, accurate, and consistent information must be disseminated to the public during an emergency for the public to take appropriate protective actions. The information must be distributed in a variety of methods to ensure accessibility and comprehensive penetration of the message. Methods of public information dissemination include:

- **Social media:** Web-based platforms may be used for
  - Alerting the public in sudden onset and rapidly developing disasters
  - Directly communicating with large groups of constituents
  - Building situational awareness
  - Fostering transparency and accountability
  - Obtaining feedback
  - Responding quickly to rumors and misinformation

- **Press Releases:** A press release is a prepared written news release that uses current data and information.
- **Media Briefing or Conference:** A briefing is an exchange of information on a single topic and typically includes a question-and-answer period, whereas a conference is a gathering of media where reporters expect to be able to ask questions on a variety of topics.
- **Print Media:** Print media, including newspapers, flyers, and magazines, allow PIOs to disseminate public information such as detailed information, background information, and input from subject matter experts.
- **Radio:** In addition to warnings issued by the EAS, radio allows PIOs to release audio clips and sound bites to the public.
- **Television:** PIOs may utilize television to disseminate visual images, sound bites, and graphics to the public.
- **Internet:** The internet is a dynamic communication conduit that includes webpages, really simple syndication (RSS) feeds, and email, which can be used as strategic paths for sharing information during an emergency.
- **Newsletters/Mailers:** Information sent directly to the public can provide details on events and activities, as well as background information on the County's disaster management programs. The County will translate materials to meet the community's needs.
- **Call Center:** May be used to divert unnecessary calls away from the 9-1-1 system, gather information to increase situational awareness of the incident, and disseminate emergency public information. The County Public Inquiry Center staff report to the PIO and issue readily deployable content to monitor and respond to social media, assisting the PIO with this critical function.
- **Public Meetings:** Virtual or in-person public meetings allow responders, Command Staff and other officials to provide an update directly to community members and answer questions from the community.
- **Information Booths and Tables:** If it is safe to do so, PIO representatives may host information booths or tables within the community to provide information directly to community members impacted by the disaster.

Each distribution method has strengths and weaknesses. The PIO must determine the best methods of media distribution to reach all populations within the County and must ensure that the weakness of each system is covered by the strength of another. Additionally, the PIO must ensure that all communications are accurate, consistent, and coordinated to avoid public confusion.

## 3.6 Situational Awareness and Intelligence Gathering

Situational awareness and intelligence gathering are necessary to develop and maintain a common operating picture among response agencies and provide the basis for emergency alert and warning (when an incident alert is not received from an outside agency). Situational awareness is the ongoing process of collecting, analyzing, and sharing information across

agencies, intergovernmental levels, and the private sector. Intelligence gathering is the collecting of security and operational information, such as collection of severe weather forecasts from the National Weather Service. Intelligence gathering may also be used to detect, prevent, apprehend, and prosecute criminals planning terrorist incidents.

On a day-to-day basis, and during Level 1 and 2 incidents when the EOC is not fully activated, the County, primary agencies, and supporting response agencies will:

- Be aware of their surroundings and identify and report potential threats and dangerous situations.
- Share and evaluate information from multiple sources.
- Integrate communications and reporting activities among responding agencies.
- Monitor threats and hazards.
- Share forecasting of incident severity and needs.

If activated, the EOC Planning Section Chief will lead situational awareness and intelligence gathering activities and functions, unless otherwise designated. If a criminal or terrorist incident is suspected, the CCSO will notify the Oregon Terrorism Information Threat Assessment Network (TITAN) Fusion Center (OTFC). During a terrorist incident, the OTFC will support situational awareness and intelligence gathering functions.

### **3.6.1 Situation Assessment**

An important aspect of situational awareness is conducting a situation assessment. This is typically conducted immediately following incident impact but may be an ongoing process or one that is repeated following subsequent impacts such as after an earthquake aftershock. The assessment looks at impacts on people, property, and the environment. Damage assessment is a significant component of the situation assessment process and focuses primarily on impacts on homes and businesses; non-profit organizations; agriculture; and local governments. Local government impacts include both extraordinary emergency response costs and financial losses associated with damaged infrastructure such as roads, bridges, buildings, parks, and more.

When an incident is of such a magnitude that federal financial and/or emergency response assistance may or will be needed, the state Department of Emergency Management will initiate an Initial Damage Assessment (IDA) process. The County is expected to complete the process on a countywide basis and gather impact information from County departments/offices, local governments, and other organizations. This process is typically completed by the Disaster Management Department but may be performed by the EOC Planning Section.

The IDA is a critical first step in determining the County's eligibility for federal financial assistance through FEMA's Public Assistance (PA) and Individual Assistance (IA) programs. The PA program provides grant funding to assist state and local governments and certain private nonprofit entities with cost recovery. The IA program provides loans, grants, or direct assistance to individuals, families, and businesses whose property has been damaged or destroyed and whose losses are not covered by insurance.

## 3.6.2 Reporting and Documentation

Proper documentation and reporting during an emergency are critical for the County to receive proper reimbursement for emergency expenditures and to maintain a historical record of the incident. The County EOC and County staff will maintain thorough and accurate documentation throughout the course of an incident or event. Incident documentation should include:

- Sign-in rosters
- Incident action plans
- Incident and damage assessment reports
- Situation reports
- Activity logs
- Cost recovery forms
- Incident critiques and after-action reports (AARs)

All documentation related to the County's disaster management program will be maintained in accordance with Oregon's public records and meetings law (ORS 192), subject to applicable exemptions such as for "Public Safety Plans," as appropriate.

Records documenting actions taken with respect to emergency planning and response activities during and after declared emergencies, including photographs, damage reports, response reports, incident action plans, resource ordering and tracking records, financial documentation, logs, messages, notes, and related documents, must be permanently maintained per state archive laws (ORS 166-150).

## 3.6.3 Preservation of Essential Records

Each County department/office provides for the protection, accessibility, and recovery of the department's/office's essential records, systems, and equipment. These are rights and interests records, systems, and equipment that, if irretrievable, lost, or damaged, would materially impair the agency's ability to conduct business or carry out essential functions. Each department/office has a maintenance program for the preservation and quality assurance of data and systems.

*See ESF 5 – Information & Planning for more information.*

## 3.7 Finance and Administration

Emergency management operations will be supported by administration and financial procedures, processes, resources, and personnel. In many cases, department/office representatives will use the same procedures and processes during emergency operations that are used during daily operations to manage similar functions. In other cases, unique emergency-related procedures and protocols may be accessed or developed to meet the needs of the emergency.

During an emergency, all financial actions are required to be documented for the purpose of

tracking expenditures and providing appropriate documentation for possible reimbursement. Representatives from the County's Finance Department will staff the EOC Finance Section to ensure that all incident-related contracts, expenditures, and revenue are tracked and accounted for during emergency operations, using procedures and protocols that are implemented during normal day-to-day operations. Considerations for services and procedures related to finance and administration include:

- Tracking and documenting expenses
- Managing financial and in-kind donations
- Procuring necessary equipment, resources, and additional support
- Tracking and documentation of County employee working hours
- Managing compensation and claims related to emergency operations

All emergency expenditures must be documented and approved by EOC Command, or appropriate budget authority. If EOC Command is not available, all expenses are to be approved by the Disaster Management Director, or designated successor.

### **3.7.1 Financial Management**

During a major emergency or disaster, the County may find it necessary to redirect funds to effectively respond to the incident. The authority to adjust department/office budgets and funding priorities rests with the BCC. If an incident in the County requires major redirection of County fiscal resources, the County Administrator, in consultation with EOC Command, will meet to decide how to address emergency funding needs and will request a declaration of emergency if not already in process.

## **3.8 Resource Management**

When the EOC is activated, the Logistics, Operations, and Planning Sections have primary responsibility for coordinating the resource management effort and have authority under emergency conditions to establish priorities for the assignment and use of all County resources. Outside assistance from neighboring jurisdictions or from private contractors will be requested and used as an adjunct to existing County services, and then only when a situation threatens to expand beyond the County's response capabilities. In a situation where resource allocations are in dispute, the County Administrator has the final allocation authority. County resources will be allocated according to the following guidelines:

- Deploy resources according to the following priorities:
  - Protection of life and responding resources
  - Protection of public facilities
  - Protection of private property
- Distribute resources so that the most benefit is provided for the number of resources committed.

Residents' requests for assistance will be coordinate by the EOC PIO, the Joint Information Center (JIC), or the Public Inquiry Center (PIC). Social and local media will be used to provide information to the public about where to make the requests.

When all local resources are committed or expended, issue a request to the County for County, state, and/or federal resources through an emergency declaration. Mutual aid agreements will be activated as necessary and appropriate to supplement County resources. When all local resources are committed or expended, the County will request assistance from the State through the emergency declaration process.

### 3.8.1 Request, Allocation, and Distribution of Resources

Resource requests that cannot be filled at the local level during emergency/disaster declarations must be submitted by the County Emergency Operations Center (EOC) to the State Emergency Coordination Center (ECC) according to provisions outlined under ORS Chapter 401. Clackamas County Code Chapter 6.03.070 authorizes the BCC to extend government authority to nongovernmental resources (e.g., personnel, equipment) that may support regular governmental forces during a major emergency or disaster. The BCC may also enter into agreements with other public and private agencies for the use of resources.

The executives of the County's incorporated cities are responsible for the direction and control of their communities' resources during emergencies and for requesting additional resources required for emergency operations. All assistance requests will be made through the County EOC.

Requests for state/federal assistance need to include:

- Language stating that local and county resources are depleted or expected to be depleted and there are no viable options left.
- Specific assistance or resource requirements (e.g., type and quantity of equipment needed, purpose for which it is needed and location of the area in need). Requests should provide detailed information on the mission to be performed, not whose resources are needed.
- Expected duration of the incident or expected time required to gain control.

See *ESF 7 – Logistics Management & Resource Support for more information.*

### 3.9 Transition to Recovery

Once the immediate response phase has been completed, the County will turn towards recovery to restore government function and community services. A transition period will occur during which emergency responders will hand responsibility for emergency coordination to agencies involved with short- and long-term recovery operations. This transition from response to recovery may occur at different times in different areas of the County.

The following issues will be considered when transitioning to recovery:

- Identification of surplus resources and probable resource release times.

- Demobilization priorities as established by the on-scene Incident Commander, EOC Unified Command, and/or EOC Command.
- Released or demobilized response resources as approved by the on-scene Incident Commander, EOC Unified Command, and/or EOC Command.
- Repair and maintenance of equipment, if necessary.

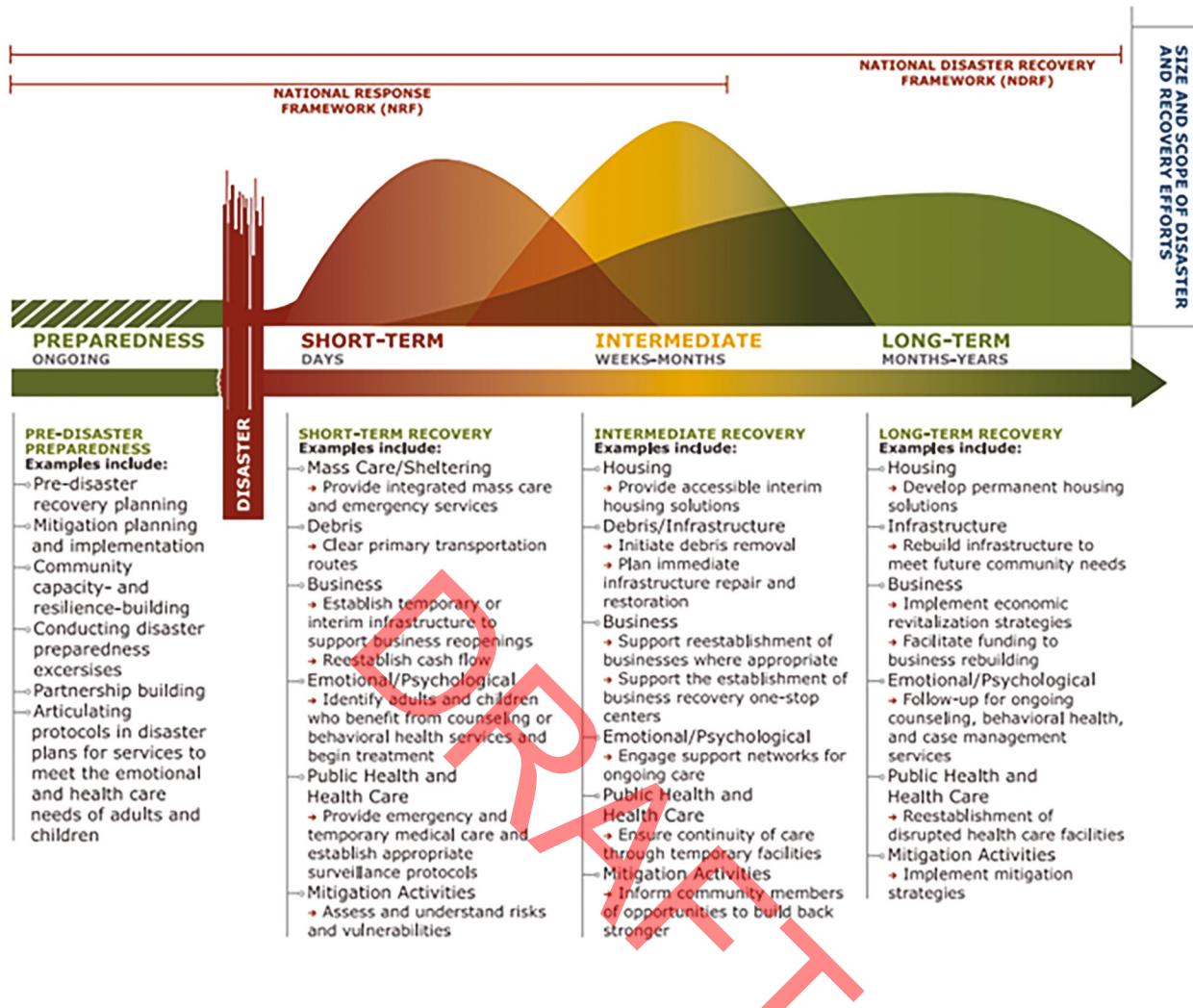
The County Administrator, with advice from the EOC Unified Command and/or on-scene Incident Commander, will determine when a state of emergency no longer exists, emergency operations can be terminated, and normal County functions can be restored.

Short-term operations seek to restore vital services to the community and provide for the basic needs of the public, such as bringing necessary lifeline systems (e.g., power, communication, water and sewage, disposal of solid and hazardous wastes, and removal of debris) to an acceptable standard while providing for basic human needs (e.g., food, clothing, and shelter). Once stability is achieved, the County can concentrate on long-term recovery efforts, which focus on restoring the community to a “new normal” or improved state.

During the recovery period, the County will review and implement mitigation measures, collect lessons learned and share them within the emergency response community, and reassess this EOP (including annexes) to identify deficiencies and take corrective actions. Resources to restore or upgrade damaged areas may be available if the County demonstrates that extra repairs will mitigate or lessen the chances of, or damage caused by, another similar disaster in the future.

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Figure 3-1 Recovery Continuum – Description of Activities by Phase



The recovery process is a sequence of interdependent and often concurrent activities that progressively advance a community toward a successful recovery. However, decisions made and priorities set early in the recovery process by a community will have a cascading effect on the nature and speed of the recovery process. Four periods and their duration are shown in the graphic:

- Preparedness (ongoing, before the disaster)
- Short-term recovery (days)
- Intermediate recovery (weeks to months)
- Long-term recovery (months to years)

The vertical dimension shows the size and scope of disaster and recovery efforts. Both pre-disaster and post-disaster recovery planning are critical for communities to develop resilience and for successful and timely recovery. The County has developed a Disaster Recovery Framework to guide long-term recovery efforts. This framework will be used following a disaster to develop an incident-specific recovery plan.

# 4. Roles and Responsibilities

Agencies within the community have varying day-to-day operations and will continue to do so during emergency operations. This section assigns responsibilities specific to a disaster or emergency to specific departments and agencies.

## 4.1 General

County departments, offices, and agencies and external response partners have various roles and responsibilities throughout a major emergency or disaster's duration. Therefore, it's important establish a local incident management structure to coordinate and support response and recovery efforts and maintain flexibility to expand and contract as the situation changes. Typical duties and roles vary depending on the incident's size and severity of impacts, as well as the availability of local resources. Thus, it is imperative to develop and maintain depth of qualified staff within the structure and broader response community.

Most County departments and offices have emergency functions that are similar to their normal duties. Each organization is responsible for developing and maintaining its own procedures for carrying out these functions during an emergency. Specific responsibilities are outlined below, as well as in the EOP's ESF, Support and Incident annexes.

## 4.2 Disaster Management Structure

Roles and responsibilities of staff and agencies are described throughout this plan to clarify the County's disaster management structure.

Depending on the size or type of incident, the Disaster Management Director may delegate authority to lead response and recovery actions to other County staff. Some authority to act in a major emergency or disaster may already be specified in law or delegated by ordinance or by practice. As a result, the organizational structure for the County's disaster management program can vary depending upon the nature, location, size, and impact of the incident. The disaster management structure for the County is divided into two general groups, organized by function—1) The Disaster Policy Group and 2) County departments, offices and agencies.

## 4.3 Disaster Policy Group

The Disaster Policy Group is comprised of County and other agency members with emergency-related legal authorities and subject matter expertise. It is an informal and flexible grouping of senior public officials, including the BCC Chair, County Administrator, Disaster Management Director or designee, Sheriff or designee, Fire Defense Board Chief or designee, County Counsel, County department heads, the County Public Government Affairs Director, Risk Manager, key impacted partners, and subject matter experts as deemed appropriate by the group.

The purpose of the group is to provide direction on high-level policy issues. EOC Command elevates policy issues to the Disaster Policy Group, including, but not limited to:

- Policy-level decisions, including fiscal authorizations, presented for consideration.
- Coordination with other executive authorities which may include regional partners.
- High-level conflict resolution.
- Strategic policy and direction for resumption of normal County operations and community recovery priorities.

The Disaster Policy Group is apprised of situations and major operations but is not directly engaged in tactical response operations. Meetings of the Disaster Policy Group are convened when the County Administrator, Disaster Management Director or EOC Command requests that the group assemble.

### 4.3.1 Board of Commissioners

Clackamas County is governed by the Board of County Commissioners (BCC), which is composed of five commissioners elected to four-year terms. The BCC has ultimate responsibility for policy, budget, and legislative direction for the County government. During emergencies, this responsibility includes encouraging community involvement and assistance, issuing policy statements as needed to support response and recovery actions and activities, and representing and advocating for the County in communication with state and federal officials. Additionally, the BCC will provide elected liaisons with the community and other jurisdictions. In the event a declaration of emergency is needed, the County will initiate and terminate the state of emergency through a declaration by the BCC. General responsibilities of the BCC include the following:

- Declaring a state of emergency and authorizing the implementation of appropriate emergency measures (e.g., mandatory evacuations, curfew, etc.)
- Declaring a local public health emergency.
- Requesting assistance from the state when necessary.
- Acting as liaison to the community during activation of the EOC.
- Acting on emergency funding needs.
- Attending Public Information Officer (PIO) briefings.

## 4.3.2 County Administrator

The County Administrator is responsible for Continuity of Government (COG), overall direction of County Administrator emergency operations, and dissemination of public information, including the following tasks:

- Ensuring that all departments and offices develop, maintain, and exercise the procedures or operating guidelines necessary to implement the duties and responsibilities assigned in this plan and associated annexes.
- Supporting County response efforts in terms of its budgetary and organizational needs and requirements.
- Coordinating with the Board of County Commissioners and implementing the policies and decisions.
- Working with department/office heads to make resources available, as needed.
- Ensuring continuity of County administration and continuity of government.

## 4.3.3 Clackamas County Disaster Management Director

The Disaster Management (DM) Director has the day-to-day authority and responsibility for overseeing disaster management programs and activities. The DM Director works with the Disaster Policy Group to ensure that there are unified objectives regarding the County's emergency plans and activities. The DM Director coordinates all components of the local disaster management program, including assessing the availability and readiness of local resources most likely required during an incident, and identifying and correcting any shortfalls. In particular, the DM Director is responsible for the following:

- Serving as staff advisor to the BCC and County Administrator for emergency matters.
- Coordinating the planning and general preparedness activities of the County and maintenance of this plan.
- Analyzing the emergency skills required for participating in the EOC and DOCs and arranging the training necessary to provide those skills.
- Preparing and maintaining a resource inventory (including material resources as well as emergency call-down lists).
- Ensuring the operational capability of the County EOC.
- Activating the County EOC.
- Keeping the BCC apprised of the County's preparedness status and anticipated needs.
- Serving as day-to-day liaison between the County and OEM.
- Maintaining liaison with cities and special districts, emergency volunteer groups, and private sector organizations.

## 4.3.4 County Department Heads

Department, office and agency heads collaborate with the Disaster Policy Group during

development of local emergency plans and provide key response resources. With their staff, they develop, plan, and train to learn internal policies and procedures for meeting response and recovery needs safely. They also make staff available to participate in interagency training and exercises to develop and maintain the necessary capabilities, as well as to reinforce preparedness expectations. Department, office and agency heads not assigned a specific function in this plan will be prepared to make their resources available for emergency duty at the direction of the County Administrator.

While Water Environment Services (WES) is a special district, for the purposes of this plan, they are treated as a County department.

## 4.4 All Tasked County Departments, Offices and Agencies

County departments, offices and agencies are an integral part of the disaster organization. They are responsible for supporting emergency preparedness, response, and recovery objectives, and play leading and/or support roles in the Emergency Support Functions (ESFs) to which they are assigned. Most County departments and offices provide staff to the EOC to coordinate operations, resources, and information, to manage and support an incident that occurs within the County, and to communicate emergency efforts to County and external organizations. Some department and office staff include emergency response personnel. Many others do not; their staff focus on supporting emergency response personnel and/or the continuity of services they provide to the public.

The sections below outline the assigned responsibilities for each of the County departments, offices, and agencies, and the program areas within those organizations that play a key role in emergency response. Not all departments, offices, and agencies are listed because not all have a primary or supporting role in coordination of emergency response; however, all are expected to support the County when called upon to do so. Details about staff members' assigned roles and responsibilities in the EOC are defined in the EOC position descriptions.

Key responsibilities of all County departments, offices, and agencies include:

- Supporting EOC operations to ensure that the County is providing for the safety and protection of the residents it serves.
- Developing procedures or guidelines to implement assigned duties specified by this plan (including incorporation of NIMS components, principles, and policies).
- Tracking incurred incident-related costs in coordination with the EOC Finance Section, if activated, and submitting expenditure reports in accordance with financial management practices. Incident-related costs may be incurred during the response and recovery phases and may include personnel overtime, equipment used/expended, and contracts initiated.
- Ensuring that vehicles and other equipment are outfitted and ready, in accordance with standard operating procedures (SOPs).
- Notifying the CCDM Director of resource shortfalls.

- Assigning personnel to the EOC, as required by this plan.
- Ensuring that staff complete required training (including required NIMS and ICS training).
- Dedicating staff time for participation in training and exercises.
- Incorporating a diversity, equity and inclusion lens in activities and/or communication.

County department, office, and agency heads not assigned a specific function in this plan must be prepared to make their resources (including personnel) available for emergency duty at the direction of the County Administrator or their designee.

#### 4.4.1 Continuity of Operations (COOP) Plans

All departments and offices are required to develop and maintain continuity of operations (COOP) plans. COOP plans detail how a department or office will continue to fulfill its mission-essential functions despite any disruption. Departments and offices within the County can determine how their COOP plans are structured across the organization; however, all County COOP plans must contain the following elements:

- An inventory of mission ~~essential~~ functions that includes each function's description and an estimate of how much time could elapse before a disruption to the function became unacceptable.
- Names and contact information for staff members involved in executing the COOP plan, as well as any teams that would be established during a COOP event.
- A written line of succession and a delegation of authority memo for the organization.
- A list of the facilities where mission-essential functions take place, as well as proposed alternate facilities should the primary facilities become unavailable.
  - If alternate facilities will be utilized, plans should be made for creating and maintaining drive-away kits.
- An inventory of essential records and materials, as well as procedures for preserving these records and resources during a disruption.
- Alert and notification procedures for staff.
- Communication methods before, during and following COOP activation.
- A plan to promote family preparedness among employees.
- Devolution plans.
- A framework for plan maintenance, training and exercises.

CCDM will support County departments and offices by providing workplan guidance and a framework for annual COOP revisions. CCDM staff will also provide annual training on COOP planning and as-needed consultations with individual departments and offices that require further assistance with their plans. In addition, CCDM will provide updated data about County hazards, available facilities, and countywide COOP contacts that should be included in every department and office COOP plan.

## 4.4.2 Tasks of Primary and Supporting Agencies

The County has identified primary and supporting agencies and community partners to ensure ESF-related activities are performed in an efficient and effective. This document does not relieve tasked agencies of the responsibility for emergency planning, and agency plans should adequately prepare to implement their assigned tasks.

- Primary County Agency - One County department, office, or agency is assigned as the primary agency based on the organization's responsibilities, authority, functional expertise, resources, and capabilities in managing incident activities. Primary agencies are typically not responsible for all elements of a function and will work with supporting agencies to manage capabilities and resources to support ESF-related activities.
- Supporting County Agency(ies) - County departments, offices, and agencies are assigned as supporting agencies if they might play a substantial support role during incidents based on their responsibilities, capabilities and resources.
- Community Partners – May be assigned tasks if they meet one or more of the following criteria:
  - The organization's self-defined mission includes emergency response (e.g., disaster relief nonprofit organizations)
  - The organization receives formalized tasking by governmental agencies (e.g., American Red Cross)
  - The entity's jurisdictional authority, or the entity's resources and capabilities

Roles and responsibilities for state and federal agencies are identified in the state of Oregon Emergency Operations Plan and National Response Framework, respectively.

## 4.5 Responsibilities by Department, Office and Agency

### 4.5.1 County Counsel

The Office of County Counsel provides legal advice and representation to Clackamas County, to its associated service districts such as the Clackamas County Development Agency and Water Environment Services, and to their officers and employees acting within the scope of their employment before an incident, after EOC activation, and following deactivation of the EOC and rescission of an emergency declaration.

### 4.5.2 Clackamas Fire

Clackamas Fire is the largest fire district in the County and is responsible for fire suppression within its service area. This includes the immediate first responder effort to manage any fires, as well as the management of a safe scene, recognition of potential hazardous materials, public safety on scene, and many other responsibilities. Clackamas Fire will coordinate response efforts through the Clackamas County Fire Defense Board (FDB), Clackamas County's Emergency Operations Center (EOC), and the Oregon State Fire Marshal (OSFM).

The FDB consists of rural fire districts, city fire departments, Clackamas County Disaster Management, wildland fire agencies, and other agencies providing firefighting, emergency medical services (EMS), search and rescue, dispatch and fire prevention services. The fire districts and departments are Aurora, Canby, Clackamas Fire District #1, Colton, Estacada, Hoodland, Lake Oswego, Molalla, Monitor, Silverton, and Tualatin Valley Fire & Rescue.

Fire services also include the provision of EMS, providing life-saving medical care. Ambulance transport services for most of the County are provided by American Medical Response (AMR) by contract with the County. Canby Fire District and Molalla Fire District provide ambulance services in the two remaining Ambulance Service Areas. Fire/EMS personnel will coordinate with AMR to meet the needs of any incident.

### 4.5.3 Communications/911 (C-COM/LOCOM)

Clackamas County is served by two Public Safety Answering Points (PSAPs) - Clackamas Communications (C-COM) and Lake Oswego Communications (LOCOM). The two PSAPs operate call centers that receive and handle emergency calls (i.e., 911) for law enforcement, fire, and emergency medical services. They also dispatch law enforcement and fire responders within the County and coordinate with American Medical Response for the dispatch of private ambulances. C-COM is a county department and dispatches for the Sheriff's Office and most of the County's fire and law enforcement agencies. LOCOM is a function of the Lake Oswego Police Department and performs dispatch services for its own resources, the city's fire department, and the West Linn and Milwaukie Police Departments.

During an emergency, C-COM and LOCOM can activate the Everbridge community alert system (i.e., Public Alerts) at the request of an on-scene Incident Commander or EOC Command. C-COM can also page the Disaster Management Duty Officer to assist with sending emergency notifications to residents. A C-COM representative will be appointed to serve as a liaison to the EOC, and coordinate with the Public Information Officer on communications as necessary during an emergency.

### 4.5.4 County Administration

The County Administrator is the chief administrative officer of the County and reports directly to the BCC. Thirteen (13) departments are headed by appointed officials organized under the Administrator, with six (6) other departments and offices headed by elected officials (Assessor, Clerk, District Attorney, Justice of the Peace, Sheriff, and Treasurer). The Administrator's emergency-related responsibilities are outlined in section 4.3.2.

#### 4.5.4.1 Disaster Management

The Office of Disaster Management (DM) is responsible for or coordinating the County's emergency management operations, addressing the elements of preparedness, mitigation, response, and recovery. DM will monitor developing or occurring hazardous events, evaluate the need for activation of the EOC or DOCs, confer with department and office representatives, and issue notifications for EOC activation. DM will also coordinate with state and federal emergency response agencies. In the EOC, the Director of Disaster Management will serve in a command

role, overseeing all emergency operations for the County and providing direction and guidance in decision-making. DM is responsible for training staff for the EOC and Public Inquiry Center (PIC) before emergencies.

#### **4.5.4.2 Medical Examiner**

The Medical Examiner's office is responsible for investigating all instances of human death by homicide, suicide, injury, or hazardous substance, while in custody, or in otherwise sudden or suspicious circumstances. The Chief of the Medical Examiner's Office is responsible for activation of the mass fatality plan, and staff members are responsible for managing the incident scene and/or morgue operations.

### **4.5.5 Finance**

The Finance Department is responsible for overseeing all expenditures related to emergency response operations, including the documentation necessary for reimbursement purposes, and working with Human Resources to establish procedures for employing temporary personnel for disaster operations. Finance will provide department representatives to staff the EOC Finance Section and the Supply Unit in the EOC Logistics Section. Department representatives will utilize existing procedures and protocols for emergency operations but may develop new or modified procedures as necessary for the response.

#### **4.5.5.1 Facilities Management**

Facilities Management will provide representatives to staff the EOC Logistics Section. This includes the management of a warehouse system for distribution of resources. Facilities Management will work to minimize incident impacts on County facilities and infrastructure and work with the EOC to ensure a safe and secure place to operate. Facilities Management is also responsible for assessing damage to County facilities when they occur.

### **4.5.6 Health, Housing and Human Services (H3S)**

The Health, Housing & Human Services (H3S) Department is comprised of several program areas. Divisions that play a key role in response and are charged with leading, coordinating or supporting an Emergency Support Function are listed below.

#### **4.5.6.1 Behavioral Health**

Clackamas County Behavioral Health is responsible for coordinating mental health and emotional support with consultation via the crisis and support line. Behavioral Health coordinates mental health crisis intervention and emotional support, as well as provides services to clients in community residential facilities. Behavioral Health coordinates with the Public Information Officer to develop emergency behavioral health information for dissemination to employees and the public. Behavioral Health provides emotional support and resources for emergency workers and coordinates delivery of critical incident stress debriefs, as appropriate. In the EOC, Behavioral Health provides staff for the EOC Operations Section's Human Services Branch and serves as a liaison to other groups/organizations with the capability of providing behavioral health and

emotional support services in the County. Behavioral Health also serves as the lead agency in developing follow-up treatment plans or proposals for crisis counseling programs.

#### **4.5.6.2 Clackamas County Health Centers**

Clackamas County Health Centers' priority in the event of an emergency is to ensure the safety and wellbeing of its patients/clients and staff, and to maintain medical, behavioral health, and dental services for its patients by providing access to critical medications and acute-care medical services that can be provided in an ambulatory setting. Health Centers is a supporting agency to public health during emergencies, and will provide coordination, staffing, and implementation of points-of-distribution for vaccines/other critical medications or health services in an emergency situation following guidance from the County Public Health Administrator. In addition to services provided to the general public, Health Centers are designated as a "Push Partner" through the Cities Readiness Initiative and can distribute vaccines and other medical countermeasures to Clackamas County employees during a major health emergency.

#### **4.5.6.3 Housing and Community Development Department (HCDD)**

Housing and Community Development Department (HCDD) is the lead agency for coordinating the homelessness response system. This includes funding and coordinating a network of community-based organizations (CBOs) that provide housing services including outreach, safety off the streets, housing navigation, and supportive housing case management. In emergencies, HCDD brings that network to assist in whatever way they can as appropriate to the need. HCDD supports congregate sheltering partnering with Clackamas County Social Services and conducts community outreach, including communicating vital information to organizations and providers that support the community.

Weatherization assists low-income County residents with their properties or units to address heating/cooling needs. They work alongside contractors and monitor projects. They support some aspects of permitting and ensure structure safety. The Housing Authority of Clackamas County (HACC) is under HCDD but operates as its own entity and provides support to public housing residents. This includes coordinating resources and supplies or offering alternative sheltering. HACC has various properties and equipment that can be used for support during an emergency.

#### **4.5.6.4 Public Health**

The Clackamas County Public Health Division (CCPHD) has the legal authority and responsibility for managing public health incidents such as bioterrorism or a pandemic that threaten or impact the residents and visitors of the County. In an emergency, public health plays a vital role in protecting communities by preventing disease, minimizing health risks, and coordinating response efforts. Public Health staff conducts epidemiological surveillance, tracks disease outbreaks, and implements containment strategies. They ensure access to medical countermeasures like vaccines and treatments, provide risk communication to the public and collaborate with emergency management, healthcare systems, and government agencies. Public Health staff also addresses environmental hazards, ensures safe water and food supplies, and provides sanitation consultation. They will share incident management (i.e., Unified Command)

with local and/or federal law enforcement officials when the public health incident creating the threat or impact involves terrorism or other criminal action. The incident may originate from one or more of the following sources:

- Communicable disease
- Vector-borne disease
- Food-borne illness
- Water-borne illness
- Toxins of biological origin
- Intentionally caused disease (bioterrorism)

When CCPHD is the local lead agency, and when the County Emergency Operations Center (EOC) is activated, the Public Health Director or designee will act as the primary Incident Commander in the County EOC.

CCPHD will support the efforts of Disaster Management and the County EOC to successfully coordinate multi-agency response to, recovery from, and mitigation of the incident. In all major and catastrophic events, key CCPHD staff will integrate into the County EOC. CCPHD will maintain a registry of pre-identified and pre-credentialed medical volunteers (i.e., Medical Reserve Corps) who may be available to assist with response operations.

CCPHD will assume a supporting agency role when adverse health threats or impacts result from other incidents such as:

- Natural disasters (e.g., floods, fires, earthquakes, and volcanic eruptions)
- Technological disasters (e.g., intentional or accidental hazardous material incidents and significant power outages)

Pursuant to Presidential Decision Directive 39, the Federal Bureau of Investigation (FBI) has lead responsibility for investigation of terrorist acts. An actual or suspected terrorist act involving a biological agent (e.g., anthrax) will require a coordinated investigative and epidemiological response between the FBI, the CDC, local law enforcement, and local public health officials.

Regardless of its lead or supporting role, CCPHD will prioritize those actions that seek to decrease population morbidity and mortality. Such actions may include:

- Epidemiological investigation and surveillance
- Mass prophylaxis/vaccination
- Isolation, quarantine, and social distancing measures
- Environmental health measures (e.g., supporting the restoration of disrupted drinking water systems, monitoring sanitary conditions in emergency shelters, etc.)
- Healthcare system support
- Public notification and health education

Additional information about Public Health's role in emergency response can be found in Support Annex 4 (Public Health).

#### **4.5.6.5 Social Services**

Social Services focuses on restoring normalcy through key community services/activities, such as child and elder care, support for individuals with intellectual and developmental disabilities, veteran's services, temporary housing, and transportation. Social Services provides resources and information via the Information and Referral line, including resources for housing, food, and basic needs for households and individuals. Additionally, Social Services plans and coordinates with community partners to set up emergency shelter spaces, while also coordinating emergency transportation service through County partners. Social Services works closely with community partners to increase accessibility and reach vulnerable populations. When the EOC is activated, Social Services provides staff to the Operations Section to manage and support the Human Services Branch.

#### **4.5.7 Public and Government Affairs**

Public and Government Affairs (PGA) manages public information, government relations and community engagement within the County and in partnership with the Regional Joint Information Systems. PGA staff may be assigned to the Liaison Officer position within Command in the EOC. The Liaison Officer serves as the point of contact for cities and special districts to relay and receive information and important updates during emergencies. PGA leads the Public Information Section in the EOC and establishes Joint Information Centers and Joint Information System as appropriate. As defined in the PIO position description, PGA will manage all media inquiries. The department will leverage existing cable and video resources to amplify communications efforts. PGA will also deploy media releases and social media messages when appropriate. PGA has a stable of graphic designers, web development staff and others to lead the County's communication response during a disaster.

#### **4.5.8 Sheriff's Office**

The Clackamas County Sheriff's Office (CCSO) is responsible for law enforcement operations and terrorism prevention within the County. CCSO is the lead law enforcement agency in the county and provides contract services for the cities of Estacada, Happy Valley, and Wilsonville. CCSO deputies will respond to the immediate threats and dangers associated with any emergency within their jurisdiction, or, upon request, immediate threats and dangers associated with any emergency within a city in Clackamas County. The following cities have their own municipal police departments: Canby, Gladstone, Lake Oswego, Milwaukie, Molalla, Oregon City, Sandy, and West Linn. CCSO will support emergency operations including, but not limited to, traffic control, prevention of threats, protection of population, evacuation, and wellness checks. A CCSO representative will be appointed to serve in the Public Safety Branch of the EOC Operations Section, or in the Liaison function of command, depending on the situation.

#### **4.5.9 Technology Services**

The Technology Services (TS) Department is responsible for the integrity, availability, and

confidentiality of Clackamas County's critical technology infrastructure during an emergency. Technology Services may lead technical support during EOC activation. TS supports critical applications such as incident management software to manage emergency operations within the County and its local jurisdictions. If incident management software becomes unavailable, Technology Services will coordinate an alternative solution. TS will perform monitoring, incident response, risk, and threat mitigation of critical systems. TS may provide staff, services, and resources to the EOC Communications Unit.

## 4.5.10 Transportation and Development (DTD)

The Department of Transportation and Development (DTD) is comprised of several program areas. Divisions that play a key role in response are listed below.

### 4.5.10.1 Building Codes

The Building Codes Program provides permitting, plan review and inspection services under authority delegated by the state of Oregon Building Codes Division regarding work performed under the state of Oregon Specialty Codes (structural, mechanical, electrical, and plumbing). Clackamas County serves as the authority having jurisdiction for the unincorporated areas, the cities of Gladstone, Canby, Molalla, Barlow, Rivergrove and Johnson City, and provides selected services to other cities by contract or default. In an emergency, Building Code inspectors provide post-disaster building safety evaluations (including posting placards). The County Building Official has the ability to declare dangerous buildings and provides building assessment information for use in the EOC. The Building Official also has the ability to request mutual aid from regional jurisdictions following terms outlined in existing intergovernmental agreements.

### 4.5.10.2 County Parks and Forestry

County Parks and Forestry oversee county parks and forest lands, including overnight camping in select parks from May through October of each year. County Parks and Forestry has resources that could be utilized for response/recovery efforts such as campgrounds, outdoor gathering areas, and large open areas for staging assets. Staff also have extensive experience with methods for maintaining outdoor areas and the handling of related equipment.

### 4.5.10.3 County Fairgrounds

The Clackamas County Fair Board, whose members are appointed by the Board of County Commissioners, operates the Clackamas County Fair & Event Center year-round. The Fairgrounds include assets that can be accessed for response/recovery efforts, such as structures for both people and animal sheltering, large open spaces for RVs and camping, community gathering points and ample spaces to host public health activities such as vaccination clinics and points of distribution (PODs). A Fair Management Agreement between Clackamas County and the Fair Board provides a pre-established agreement under which emergency use of the Fairgrounds can be facilitated.

#### **4.5.10.4 Dog Services**

Dog Services provides dog sheltering, stray care, adoptions, and lost and found services. In partnership with Disaster Management, Dog Services plans and coordinates animal evacuation, sheltering, and care services in a major emergency or disaster, focusing on public education, planning, and emergency response. In a disaster, Dog Services will be responsible for sheltering stray dogs and reuniting those dogs with their owners. Dog Services will coordinate with social services to support domestic animals at congregate shelters. Dog Services will provide staff to the EOC for support in the Operations Section, and coordinate with the regional Animal Multi-Agency Coordination Group, depending on the incident, for other animal needs including supporting livestock during emergencies.

#### **4.5.10.5 Business and Community Services**

Economic Development is responsible for identifying short-term recovery assistance to business and industry partners. Activities include coordinating with business and industry partners to facilitate support for response and recovery operations. Depending on the emergency, Business Recovery Centers may be activated and would be supported by Economic Development.

#### **4.5.10.6 Fleet Services**

Fleet Services is responsible for vehicle and equipment management, maintenance and repairs, fueling services, vehicle acquisitions and dispositions, and the shared motor pool program. Fleet Services is a supporting division in DTD for transportation and public works-related issues. In an emergency, Fleet Services will maintain contact with departments that depend on vehicles to provide emergency services to ensure that vehicles are available, and the maintenance and operational needs of the departments are met. Fleet Services is responsible for supporting the DTD DOC, or the EOC if activated. Fleet Services staff may be assigned to the EOC to assist in coordinating emergency transportation services, or to Logistics to coordinate requests for and delivery of fuel to partners within Clackamas County and neighboring jurisdictions.

#### **4.5.10.7 Transportation, Engineering and Development**

Transportation, Engineering and Development (TE&D) is responsible for organizing public and private solid waste haulers and disposal sites. In an emergency, TE&D coordinates with Transportation Maintenance to manage debris clearance. TE&D activates existing partnerships with waste haulers to keep the solid waste system functioning, while Transportation Maintenance coordinates the assessment and clearance of debris on roadways throughout the unincorporated area of the County. TE&D may provide staff to support the EOC during response and recovery operations.

#### **4.5.10.8 Transportation Maintenance**

The Transportation Maintenance Division maintains and repairs County roads and bridges, including shoulders, culverts, guardrails, traffic signals, signs and lane markings; operates the Canby Ferry; and administers the County Adopt-A Road program. In an emergency, the Transportation Maintenance Division is responsible for assessing the condition and usability

of the County road system, identifying roads that must remain closed and prioritizing repairs on roads that can be re-opened within the response period. In emergencies, Transportation Maintenance may activate a Department Operating Center (DOC) to coordinate activities related to managing the County's road system. Transportation Maintenance staff will regularly provide information to the EOC and the PIO regarding the usability of all portions of the County road system and provide maps as necessary.

#### 4.5.11 Water Environment Services

Water Environment Services (WES) produces clean water, protects water quality and recovers renewable resources. WES is responsible for operating and maintaining stormwater and wastewater infrastructure within its service district and coordinating with partners on repair and recovery operations. WES provides wastewater services and stormwater management, to protect public health and support the vitality of the community, natural environment and economy. WES is a supporting agency in transportation and public works related issues and may participate in EOC activation if an incident results in major utility disruptions, damage to critical infrastructure, and building collapse. WES will assign a liaison to the Department of Transportation and Development's DOC, or to the EOC if activated. The WES liaison will coordinate messages with the DOC and EOC to ensure unified messaging regarding the emergency in general, and the incident area affected.

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## 4.6 Crosswalk of Emergency Support Functions and Department/Offices Responsibilities

The following matrix identifies the emergency functions for which each department, office, or program is responsible for serving as the primary or supporting agency. Details on the components of each function are found in the Emergency Support Function (ESF) annexes of this plan.

Clackamas County ESFs and Organizations Effective Date: March 2026	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18
<b>P Primary Agency</b> <b>S Supporting Agency</b>	Transportation	Communication	Public Works	Firefighting	Information & Planning	Mass Care	Logistics Management & Resource	Health & Medical	Search & Rescue	Hazardous Materials	Agriculture & Animal Protection	Energy	Law Enforcement	Business & Industry	Public Information	Volunteers & Donations	Cyber & Infrastructure Security	Military Support
County Administration					S		S	S						S				
Board of County Commissioners					S		S	S	P									
Communications/911 (C-COM)	S		S	S	S		S	S	S						S			
Assessment and Taxation				S	S									S				
County Counsel				S	S	S												
Disaster Management	S	S	P	P	P	S	S	S	P	S	P	S	S	S	P	S	P	
Finance		S		S	S	P					S				S	P		
Facilities				S	S										S			
Health, Housing & Human Services (H3S)	S			S	P	S	P		S	S				S	S			
Public Health					S	P	S	P			S							
Social Services	S				S	S	S								S			
Human Resources					S		S	S							S			
Public & Government Affairs (PGA)	S			S	S	S	S	S	S	S	S	S	S	P	S	S		
Risk Management					S		S								S			
Sheriff's Office (CCSO)	S			S	S	S	S	S	P	S	S		P	S	S	S	S	
Technology Services (TS)	P				S	S	S	S		S						P		
Office of the Treasurer					S		S											
Transportation & Development (DTD)	P		P	S	S	S	S	S	S	S	P	S	S	P	S			
Water Environment Services (WES)			S		S	S	S	S		S				S				

## 4.7 Local and Regional Response Partners

The County's disaster organization is supported by several outside organizations, including the incorporated cities, special districts, service organizations, and the private sector.

## 4.7.1 Cities and Special Districts

Cities and special districts have local authority over their jurisdiction to respond to emergencies. It is imperative that all jurisdictions and response agencies have a plan that provides general guidance and a common framework for preparing for, responding to, and recovering from major emergencies and disasters. If resources in cities and special districts are overwhelmed, the County will provide support using the Incident Command System (ICS) structure. Cities and special districts will be knowledgeable of and familiar with the processes in place for requesting resources through ICS. Cities and special districts will provide the County EOC with situation status report updates and participate in coordination meetings. Coordination with elected officials will be arranged through the Liaison Officer position in the EOC.

## 4.7.2 State Response Partners

Under the provisions of ORS 401.035, the governor has broad responsibilities for the direction and control of all emergency activities in a state-declared emergency. The Director of OEM is delegated authority by ORS 401.052 to 401.092 to coordinate all activities and organizations for emergency management within the state and to coordinate emergency matters with other states and the federal government.

Under the direction and control of department heads, agencies of the state government represent the state emergency operations organization. Responsibility for conducting ESFs is assigned by the governor to the department or office best suited to carry out each function applicable to the emergency. Some state agencies may call upon their federal counterparts to provide additional support and resources following established procedures and policies for each agency.

## 4.7.3 Federal Response Partners

OEM typically requests federal response partners if state resources become limited or specialized services are needed. In most instances, federal resources become available following a formal declaration of an emergency or major disaster by the president. Thus, procedures and policies for allocating and coordinating resources at the federal level follow the Oregon EOP and, if necessary, the National Response Framework.

## 4.7.4 Private Sector

Private-sector organizations play a key role before, during, and after an incident. First, they must provide for the welfare and protection of their employees in the workplace. In addition, the County must work with businesses that provide water, power, communication networks, transportation, medical care, security, and numerous other services upon which both response and recovery are dependent. Essential private-sector assistance includes:

- Maintaining business continuity.
- Planning for, responding to, and recovering from incidents that affect private-sector infrastructure and facilities.

- Implementing emergency preparedness plans to ensure the safety of staff and customers.
- Providing essential services and supplies.
- Where appropriate, establishing mutual aid and assistance agreements to provide specific response capabilities.
- Donating or selling items at cost like food, water, medical supplies, fuel or shelter materials.
- Make financial contributions directly to relief organizations or set up donation-matching programs for staff.
- Sharing infrastructure and facilities. Hotels, office buildings, or event spaces can be used for emergency shelters, command centers or medical triage areas.
- Providing logistical transportation support to deliver aid efficiently.
- Providing technical expertise.
- Supporting employee volunteerism.
- Offering paid leave or coordinating corporate volunteer programs.

## 4.7.5 Nongovernmental and Faith-Based Organizations

Nongovernmental and faith-based organizations play enormously important roles before, during, and after an incident. In the County, nongovernmental/faith-based organizations such as the Red Cross provide sheltering, emergency food supplies, counseling services, and other vital support services to support response and promote the recovery of disaster victims. Nongovernmental and faith-based organizations also collaborate with responders, governments at all levels, and other agencies and organizations.

The roles of nongovernmental and faith-based organizations in an emergency may include:

- Training and managing volunteer resources.
- Identifying shelter locations and needed supplies.
- Providing critical emergency services to those in need, such as cleaning supplies, clothing, food, shelter, and assistance with post-emergency cleanup.
- Identifying those whose needs have not been met and helping to coordinate assistance.
- Supporting the distribution of public information.

### 4.7.5.1 Clackamas County Voluntary Organizations Active in Disaster (CCVOAD)

In addition to working directly with various community and faith-based organizations, Clackamas County Disaster Management coordinates community emergency response in partnership with Clackamas County Voluntary Organizations Active in Disaster (CCVOAD). CCVOAD is a federally recognized 501(c)3 non-profit organization whose mission is to coordinate a network of voluntary organizations working together to encourage efficient service delivery to people affected by immediate, intermediate, and long-term disasters in Clackamas County.

If CCVOAD has the capacity and ability, upon the request and notification from CCDM, CCVOAD will deploy a representative(s) to serve in the County's EOC and/or County-run shelter or community resource center in response to a disaster in Clackamas County. Also, CCVOAD maintains a partner organization contact list that it shares with CCDM for the purposes of outreach, programming and emergency coordination.

## 4.7.6 Individuals and Households

Although not formally a part of the County's disaster operations, individuals and households play an important role in the overall disaster management strategy in support of the County's whole community approach. Community members can contribute by:

- Staying informed and following official guidance
- Relying on trusted sources of information like the National Weather Service, local fire department, County government officials, and public health division
- Sharing verified updates to prevent panic and confusion
- Avoiding misinformation and disinformation or spreading unsubstantiated rumors
- Practicing personal preparedness
- Preparing emergency ~~supply~~ kits and household emergency plans that consider all members of the household, including children and pets
- Volunteering or supporting local efforts
- Volunteering with established organizations such as Red Cross, Medical Reserve Corps, Community Emergency Response Teams (CERT), or other local community-based organizations
- Only donating requested supplies to official ~~drop-off~~ locations
- Using emergency services wisely
- Calling 911 only for true emergencies to avoid ~~overwhelming~~ response systems
- Checking on vulnerable individuals
- Offering to help elderly neighbors, people with disabilities, or those without access to resources
- Checking in with loved ones or close social circles
- Following health and safety measures
- Using disease prevention strategies and non-pharmaceutical interventions

# 5. Emergency Coordination

This section of the EOP highlights the setting in which the EOC exists. It details the location, capabilities, and policies of the EOC. Additionally, this section outlines a process for establishing operations within the EOC, describing coordination within the EOC structure, and functions of staff within the EOC organizational structure.

## 5.1 General

During a County-declared disaster, control is not relinquished to state authority but remains at the local level for the duration of the event. The ultimate responsibility for emergency coordination of County departments/offices and resources lies with the County Administrator; however, the Disaster Management Director will maintain direction and control of the County disaster management structure unless otherwise delegated. County disaster operations, both on-scene and in the County EOC, will be conducted in a manner consistent with the National Incident Management System (NIMS), including use of the Incident Command System (ICS).

## 5.2 On-Scene Incident Management

Initial response to an incident will be managed by the responding agency (e.g., Transportation and Development, CCSO, and/or local fire agency), who will assign an on-scene Incident Commander. The on-scene Incident Commander is responsible for performing or directing such duties as enforcing emergency measures and designating emergency areas. During the initial response, the on-scene Incident Commander may establish an Incident Command Post and may assume the responsibilities of Command Staff until delegated. Depending on the location of the incident, the on-scene Incident Commander may work directly with the appropriate city government to request support, or the Incident Commander may notify the CCDM Duty Officer to request support, including activation of the County EOC as appropriate. The on-scene Incident Commander may also establish an on-scene Unified Command structure with county and state leads.

## 5.3 Emergency Operations Center Support to On-Scene Operations

Depending on the type and size of incident, or at the request of the on-scene Incident Commander, or when the incident may grow beyond the normal functions of County departments and offices, the County may activate the EOC, assign an EOC Command, and establish Unified Command. The EOC will support on-scene operations and coordinate County resources.

The request will be submitted to the CCDM Duty Officer, who will determine whether to a make recommendation to activate the County EOC. In most instances, the on-scene Incident Commander will retain tactical control over the incident, relying on the County EOC for resource coordination, communications, and public information support. In a more complex incident, the Incident Commander may relocate to the County EOC to serve as part of the Unified Command.

Upon activation of the County EOC, with the exception of the Sheriff's Office, EOC Command may be delegated operational control over assets and resources of departments, program areas, and offices of the County during a state of emergency, in accordance with Clackamas County Code 6.03 (Emergency Regulations) and ORS Chapter 401. When under the operational control of the EOC, resources of County departments, offices, and programs remain under the executive and administrative control of their respective department/office heads, County Administration, and the Board of Commissioners. If appropriate, the on-scene Incident Commander, Unified Command, or EOC Command may request that the BCC declare a state of emergency.

## 5.4 Emergency Operations Center

The Emergency Operations Center (EOC) supports incident response activities including tracking, management, and allocation of appropriate resources and personnel, and may serve as a Multi-Agency Coordination Center if needed. The EOC will be activated upon notification of a possible or actual emergency.

### 5.4.1 EOC Activation

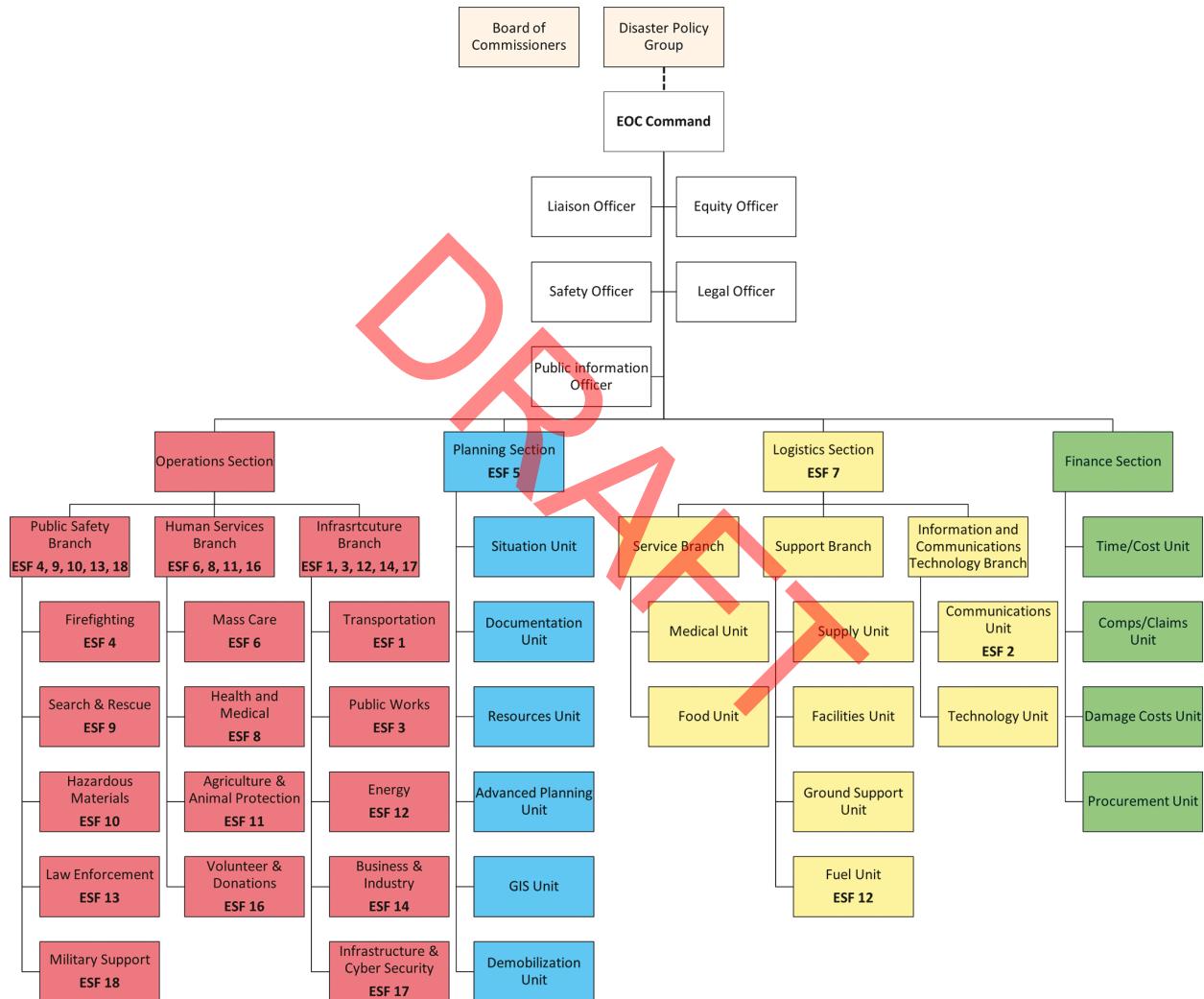
When a disaster occurs, Disaster Management may, based on the size and complexity of the incident, activate the County EOC and assume the role of EOC Command. EOC Command will establish communications with leadership and gather situational information to determine an EOC staffing plan and set up operational periods.

Notification will be made to the primary County agency listed in each Emergency Support Function (ESF). The primary County agency will coordinate with supporting County agencies to assess and report current capabilities to the EOC and activate Departmental Operations Centers (DOCs) as appropriate. Primary and supporting County agencies may be requested to send a representative to staff the EOC and facilitate ESF-related activities.

## 5.4.2 EOC Organizational Structure

When an incident requires response from multiple local emergency management and response agencies, effective cross-jurisdictional coordination using common processes and systems is critical. The Incident Command System (ICS) provides a flexible yet standardized core mechanism for coordinated and collaborative incident management, whether for incidents where additional resources are required or are provided by different organizations within a single jurisdiction or outside the jurisdiction.

**Figure 5-1 EOC Organizational Chart**



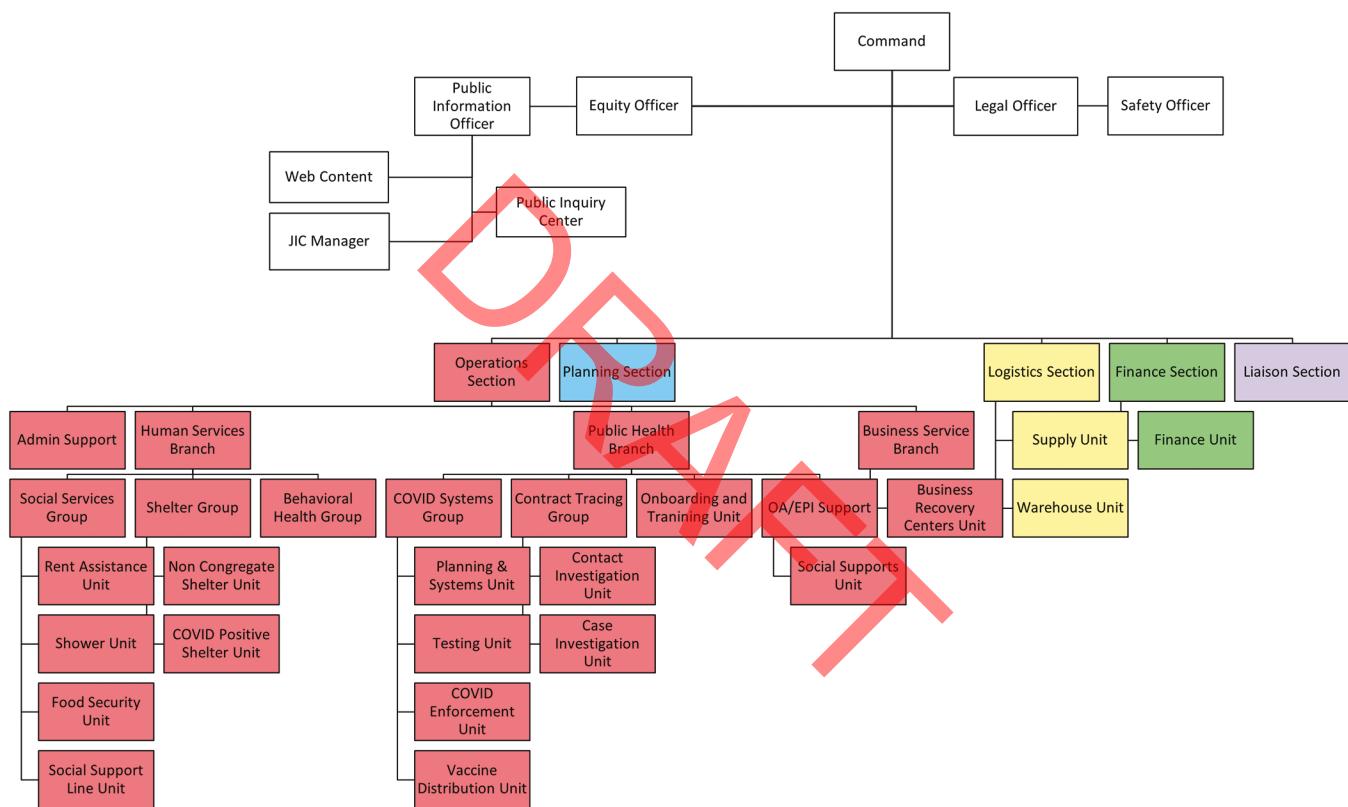
## 5.4.3 EOC Activation Organizational Charts

The County maintains an ICS organizational chart representing a full-scale EOC activation for a countywide incident (Figure 5-1). For smaller incidents, the EOC may not have all branches and units fully staffed, depending on the nature and extent of an event. To maintain the span of control, deputies may be appointed. When sections, branches, or units are not activated, the responsibility for those functions rises to the next highest level of supervision. The EOC

Command Staff (i.e., Command and Officers) is responsible for maintaining the appropriate staffing levels.

The County Incident Command System (ICS) structure will expand or contract depending on the changing conditions of the incident. During a large-scale incident, many functions of emergency response must be activated to respond to the incident, while a small-scale incident that must be monitored may still require EOC activation and implementation of a few emergency support functions (e.g., public information). To demonstrate the scalability of the ICS structure, three examples of incidents that occurred in Clackamas County between 2021 and 2024 are described below, paired with the EOC organizational structures that were used to respond.

**Figure 5-2 COVID-19 Pandemic, EOC Structure, July 2021**

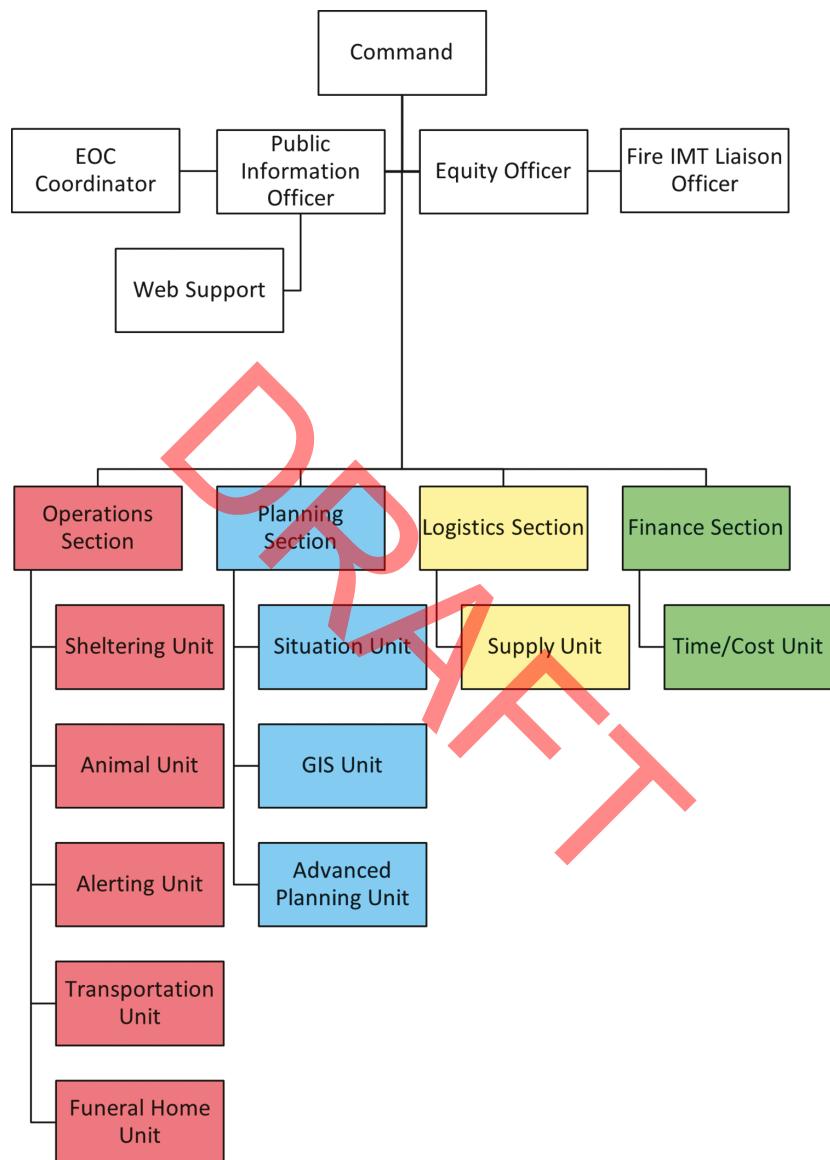


### 5.4.3.1 COVID-19 Pandemic

Clackamas County activated the EOC on February 28, 2020, to respond to the COVID-19 Pandemic. COVID-19 required public and private-sector leaders to leverage existing systems, or create new infrastructure to coordinate resources, information, and emergency risk communications to respond to the public health threat. Due to the unique and protracted nature of this response, the organizational chart transformed over time as the County recognized new and more efficient ways to coordinate resources and sustain the response. For example, the County established a Liaison Section within the EOC to improve coordination with community-based organizations. This section connected with communities hardest hit by COVID-19, helping them access resources such as COVID-19 testing and providing culturally relevant, accurate

information about COVID-19 from trusted sources. Later in the pandemic, the Liaison Section condensed into the Operations Section. Figure 5-2 displays the coordinating structure in July 2021, 16 months after emergency response began, and demonstrates how the County distributed responsibilities and response efforts across program areas in the Department of Health, Housing, and Human Services (H3S), while operating within the EOC/ICS structure.

**Figure 5-3 Camp Creek Fire, EOC Structure, August 2023**

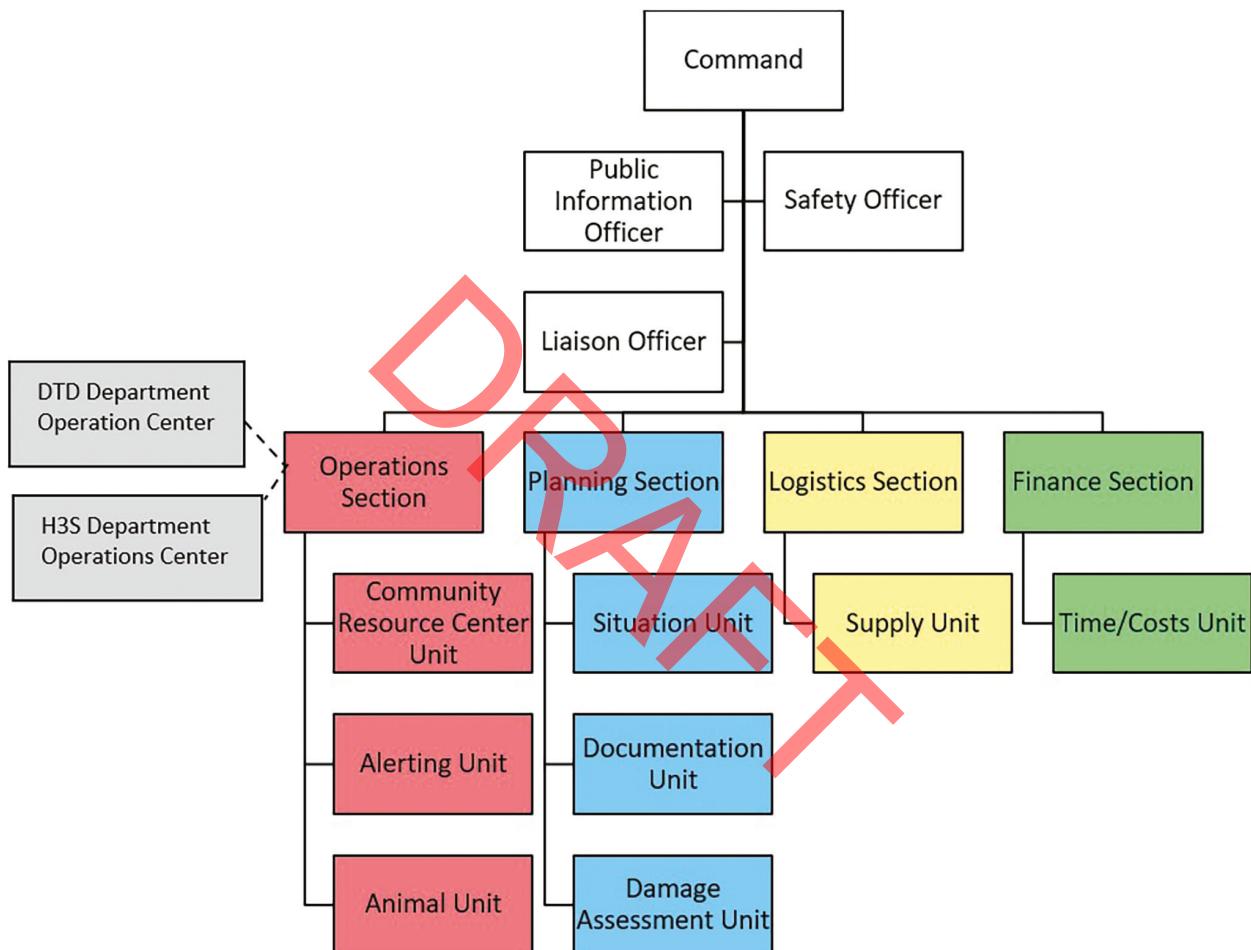


#### **5.4.3.2 Camp Creek Wildfire**

The Camp Creek Wildfire occurred in August 2023 when a lightning strike started a fire near the basin surrounding the Bull Run reservoir. This fire was unique in that there was no imminent threat to life or property, but continued growth threatened communities to the south and regional water production facilities and water quality. Due to the threat to the primary water source for much of the Portland metro region, a Type 1 Incident Management Team (IMT)

managed the fire. The Clackamas County EOC was activated to plan/prepare response operations for community support and evacuations if they became necessary, as well as to coordinate with the Fire IMT. Figure 5-3 displays the EOC organization for this incident, demonstrating the use of an on-site liaison officer at the fire Incident Command post to augment coordination and communication between the Fire IMT and County EOC. This close coordination with the Fire IMT supported strong joint public messaging about current and potential impacts and maintained situational awareness to support pre-coordination for evacuation and sheltering operations.

**Figure 5-4 Winter Storm, EOC Structure, January 2024**



#### **5.4.3.3 2024 Winter Storm**

In response to the January 2024 Winter Storm, the EOC activated in a hybrid format with all non-field EOC personnel working remotely due to the hazardous road conditions. The Department of Transportation (DTD) Department Operations Center (DOC) activated in advance of the storm to plan for potential impacts, pre-position resources and equipment, and apply preventative treatments to roads. The initial EOC activation in response to the storm was focused on planning and preparation for impacts to transportation, utilities, and County operations within the EOC. The Health Housing and Human Services DOC opened a congregate shelter at Clackamas Community College and coordinated hotel sheltering in partnership with local CBOs. The initial

storm damage caused secondary impacts to water and electric utilities, shifting the focus of EOC operations for the second stage of the response. EOC Operations stood up a Community Resource Center in Welches to support community members without water and power. EOC Planning compiled damage estimates within the County to support disaster reimbursement efforts.

## 5.5 Department Operations Centers

Department Operations Centers (DOCs) are established and activated by individual departments/offices to coordinate and control actions specific to their area of responsibility during an emergency event. A DOC is a physical or virtual location similar to the EOC. One purpose of a DOC is to tactically manage resources and maintain public services during an emergency. The authority to activate resides with the director of the individual department/office based on the organization's mission. If the EOC is activated, a DOC holds a subordinate position in the allocation of resources and management of public information countywide.

The DOCs work to restore their department's/office's critical business functions, perform high priority response activities, and share objectives, strategies, and status updates at regular intervals with the EOC. Personnel selected by the department/office to be part of a DOC receive training and participate in drills and exercises to develop their skills. A liaison from the DOC will be assigned to the County EOC. DOCs are primarily for departments/offices that play a role in immediate response during a disaster or emergency or manage a response or aspect of a response prior to an EOC activation. Not all departments/offices require a DOC.

### 5.5.1 Department of Transportation and Development (DTD) DOC

Transportation Maintenance will activate DTD's Department Operations Center during severe weather and emergency events impacting road, bridge, and traffic infrastructure. Depending on the scope and severity of the emergency, the DOC will establish the chain of command, communication protocols, and response strategies to ensure public safety and efficient restoration of public services. Among other activities, the DTD DOC performs the following functions:

- Road, bridge, and signal damage assessment
- Directing plowing and deicing ops as well as barricading closed roads
- Coordinating with city public works departments, neighboring county road agencies, and ODOT
- Public messaging (e.g., press releases, road closure info posted on website, etc.)

Incidents requiring activation/implementation of DTD's other response functions (e.g., building damage assessment, animal evacuation and sheltering, business and industry coordination) will typically be larger in scope and severity and involve EOC activation. DTD will manage and coordinate these functions from the EOC.

## 5.5.2 Health, Housing, and Human Services (H3S) DOC

The H3S DOC is the centralized command for coordinating emergency response efforts related to divisions including Behavioral Health, Children, Family and Community Connections, Health Centers, Housing and Community Development, Public Health, and Social Services. The H3S DOC is a physical and/or virtual Incident Command and coordinates response that is outside the capabilities of a single H3S division but does not require the activation of the County EOC. It may also act as the primary agency for leading ESF 6 (Mass Care) and a supporting agency for ESF 16 (Volunteers and Donations). It also integrates ESF 8 (Health and Medical) functions into the response by scaling up public health interventions or deploying mental health crisis teams. The H3S DOC can elevate its response to the County EOC when the emergency exceeds its capabilities.

The H3S DOC and the County EOC do not activate simultaneously. The H3S DOC will always merge into and defer to the EOC.

## 5.5.3 Public Health DOC

The Public Health DOC is a virtual and/or physical emergency response hub within the Public Health Division that coordinates responses to health-related emergencies, such as disease outbreaks, bioterrorism, or natural disaster affecting public health. The Public Health DOC ensures timely surveillance, communication, resource allocation, and decision-making to mitigate health risks. The functions of the Public Health DOC include:

- Incident Management: Uses ICS to coordinate response efforts.
- Surveillance and Monitoring: Tracks health threats, such as infectious disease outbreaks.
- Resource Coordination: Distributes medical supplies, vaccines, and personnel.
- Public Communication: Issues health advisories, press releases, public messaging and can set up call centers.
- Collaboration: Works with partner organizations including Oregon Health Authority, emergency responders, school districts, childcare centers, hospitals, and other ESF partners.
- Data Collection and Reporting: Gathers information on cases, hospital capacity, deaths, and response effectiveness.

If an incident exceeds local public health capacity, the Public Health DOC elevates the issue to the H3S DOC. The H3S DOC then coordinates its multi-division response efforts including Behavioral Health, Children, Family and Community Connections, Health Centers, Housing Services, Public Health, and Social Services. The H3S DOC may decide whether the incident exceeds its capacity and elevate the effort to the County EOC. The County EOC can also deescalate responses back to the H3S DOC or Public Health DOC, depending on response needs.

## 5.5.4 CCSO DOC

The Sheriff's Office may activate its Department Operations Center (DOC) during critical

events, disasters, planned large events or other emergencies when public safety coordination is needed. Depending on the scope and severity of the emergency, the DOC will establish the chain of command, communication protocols, and response strategies to ensure public safety, and evacuation planning and implementation. Among other activities, the Sheriff's Office DOC performs the following functions:

- Public safety coordination
- Evacuation planning, notifications and coordination
- Coordination of search and rescue operations
- Coordinate with Clackamas County DOC on logistics, finance, planning and communications

If the County EOC is activated, the CCSO DOC would continue to operate and manage their operations, but would appoint a liaison to the County EOC for continuity and communications. CCSO would also appoint a representative to the JIC if needed.

## 5.6 EOC Functions and Staffing

Depending on the incident type, County departments and offices will provide staff to the EOC. If the incident expands or contracts, changes in jurisdiction or discipline, or becomes more complex, the on-scene Incident Commander and EOC Unified Command may change to meet the needs of the incident. If local staffing resources are not adequate to maintain County EOC operations, the County may request support from the state.

County departments and offices involved in emergency response and personnel assigned to Command and General Staff (if previously designated) are required to report to the EOC upon activation. Personnel assigned to the EOC have the authority to make the decisions associated with their Command and General Staff positions.

Due to limited personnel and resources available in the County, it is imperative that all primary and alternate EOC staff be trained in ICS functions outside their areas of expertise. Regularly exercising ICS, including sub-functions and liaison roles, with volunteers and other support staff will improve overall EOC operation efficiency.

## 5.7 Command Staff

The Command Staff of the EOC will provide leadership and set incident management objectives and priorities, and is responsible for critical decision making within the EOC. Command Staff will liaise with County Administration, the Board of County Commissioners, and external partners. Positions include EOC Command and the Public Information Officer, Safety Officer, Legal Officer, Equity Officer, and Liaison Officer. Descriptions and responsibilities are provided below for each position.

### 5.7.1 EOC Command

EOC Command is responsible for operation of the EOC when it is activated. In general, EOC

Command is responsible for:

- Maintaining EOC operations in accordance with the principles of ICS and NIMS.
- Supporting development and implementation of an Incident Action Plan (IAP).
- Coordinating activities in support of emergency operations.
- Approving release of information through the PIO (if Unified Command has not been established).
- Assuming responsibility for unstaffed Command and General Staff positions.
- Establishing objectives and managing/coordinating EOC operations through the delegation process.
- Ensuring that staff and responders have what they need to accomplish their mission.
- Serving as an advisor to the BCC and Disaster Policy Group.

## 5.7.2 Unified Command

The leadership of an ICS structure is expanded to Unified Command when there is more than one agency with incident jurisdiction. Unified Command is established when an incident requires a multi-agency approach to coordinate an effective response, while allowing each agency to carry out its own jurisdictional, legal, and functional responsibilities. Agencies work together to establish a common set of objectives and strategies and a single Incident Action Plan. Unified Command members work to resolve countywide issues in a cooperative fashion to enable a more efficient response and recovery.

A Unified EOC Command structure is the typical practice in the County EOC. Representatives who are typically called upon to serve in Unified Command meet regularly to discuss and train for position tasks. In general, representatives from the Fire Defense Board, CCSO, H3S, DTD, and Disaster Management form the group. The composition of the EOC Command structure is determined by the nature of the hazard and the appropriate agency leads. A terrorist threat would include the Sheriff or designee acting as the lead EOC Commander. A wildfire incident would require the Fire Defense Board Chief or their designee. Those engaged in Unified Command agree on assignments to ensure specific tasks are accomplished. The structure enables members to resolve issues in a cooperative fashion and promotes a more efficient response.

## 5.7.3 Command Administration

The Command Administration provides administrative support to Command Staff. The Command Admin's responsibilities include:

- Assisting EOC Command with prioritization of urgent issues that need command's attention.
- Facilitating support for EOC equipment and technology.
- Serving as the primary contact for TS and Facilities.

- Supporting EOC Command Staff by assisting with administrative tasks, prioritizing items that need urgent attention, assisting with EOC Command's schedule, setting up meetings, taking meeting notes, and reminding Command of meetings.
- Preparing and prioritizing documents requiring Command approval.

## 5.7.4 Safety Officer

The Safety Officer monitors, evaluates, and recommends procedures for all incident operations for the safety of emergency response personnel, EOC Command and General Staff, and their operations. The Safety Officer's responsibilities include:

- Monitoring and assessing the health and safety of response personnel and support staff.
- Implementing site and access control measures.
- Identifying initial hazards, determining personal protective equipment requirements, and defining decontamination areas.
- Developing health and safety messaging for the Incident Action Plan (IAP).
- In a larger and more complex incident where safety officers have been assigned to the field, the EOC Safety Officer will maintain situational awareness of emergent policies and guidance and ensure that relevant site safety guidelines are communicated to field personnel.
- Exercising emergency authority to prevent or stop unsafe acts.

## 5.7.5 Legal Officer

Legal support for the County's disaster management organization is provided by the Office of County Counsel. Liability issues and potential concerns among government agencies, private entities, and other response partners and across jurisdictions are addressed in existing mutual aid agreements and other formal memoranda established for the County and its surrounding areas. Responsibilities typically associated with the Legal Officer role include:

- Advising County officials regarding the emergency powers of local government and necessary procedures for invocation of measures to:
  - Suspend normal procurement rules
  - Implement wage, price, and rent controls
  - Establish rationing of critical resources
  - Establish curfews
  - Restrict or deny access
  - Specify routes of ingress and egress
  - Limit, restrict, or prioritize the use of water or other utilities
  - Remove debris from publicly or privately owned property
  - Evacuate an area of the county

- Reviewing documentation or agreements and advising County officials in determining how the County can pursue critical objectives while minimizing potential liability exposure.
- Preparing and recommending local legislation to implement emergency powers when required.
- Advising County officials and department heads regarding record-keeping requirements and other documentation necessary for exercising emergency powers.
- Thoroughly reviewing and maintaining familiarity with ORS Chapter 401 and other applicable laws as they apply to County government in disaster events.

## 5.7.6 Public Information Officer (PIO)

The PIO will coordinate and manage the County's public information network, including local, regional, and state agencies; tribal entities; political officials; and other emergency management stakeholders. The PIO's duties include:

- Determining communication needs and establishing a Joint Information Center (JIC).
- Developing and coordinating the release of information to incident personnel, media, and the general public through media releases, social media, web updates and other communication channels.
- Coordinating information sharing among the public information network using a JIS and, if applicable, participating in a JIC.
- Determining the need for activating and staffing a Public Inquiry Center (PIC) or 211.
- Implementing the information approval process with EOC Command.
- Conducting and/or managing media briefings and implementing media-monitoring activities.

## 5.7.7 Liaison Officer

Specific liaison roles may be incorporated into the command structure established at the County EOC, depending on the type of emergency incident that has occurred. Liaisons may interface with entities and organizations such as cities, special districts, hospitals, school districts, tribes, public works/utility companies, community- and faith-based organizations, and volunteer services such as the Red Cross. Public and Government Affairs (PGA), County Administration, Disaster Management, and Public Health may assist in staffing this role during an activation. Responsibilities typically associated with a Liaison Officer role include:

- Serving as the contact point for local government officials, agency or tribal representatives, and stakeholders.
- Coordinating information and incident updates among interagency contacts, including the public information network.
- Providing resource status updates and limitations among personnel, capabilities, equipment, and facilities to EOC Command, government officials, and stakeholders

## 5.7.8 Equity Officer

The Equity Officer is a dedicated position within the Command Staff tasked with integrating equity considerations into emergency response priorities, management functions, operational objectives, and policies such as scarce resource allocation. Responsibilities associated with the Equity Officer role include:

- Serving as a liaison to organizations that support historically underrepresented populations of the community.
- Identifying barriers to services and resources and developing community-based solutions.
- Serving as a guide and resource for staff throughout the County, specifically those working in the EOC, to more equitably respond to the impacts of an incident on groups most affected by inequities.
- Collaborating with Command and General Staff to coordinate and advance an equitable emergency response across Clackamas County.

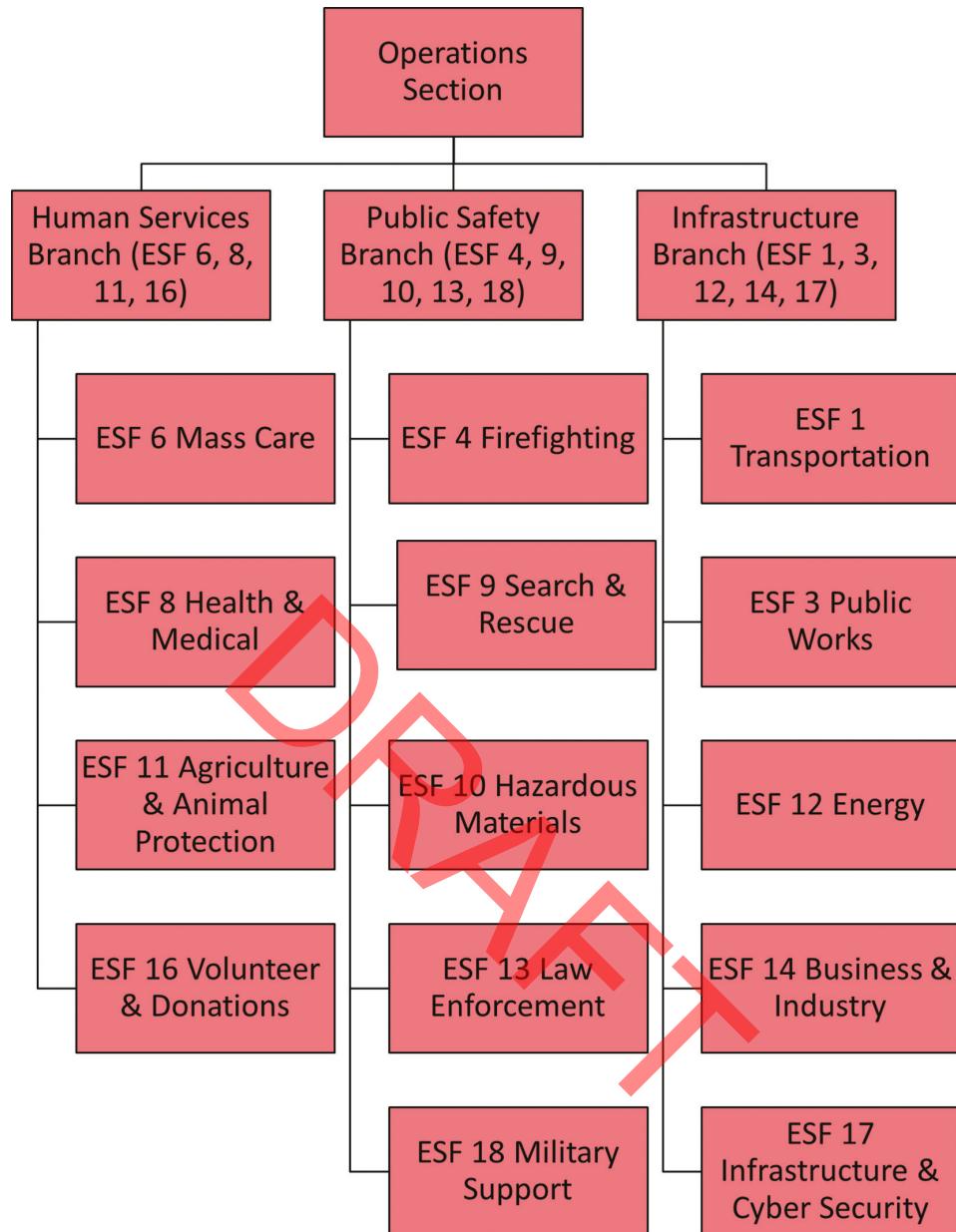
## 5.8 General Staff

The General Staff is comprised of four sections: (1) Operations, (2) Planning, (3) Logistics, and (4) Finance. Each section is led by a Section Chief and can be expanded to meet the needs of the response. For longer, higher intensity incidents, Deputy Section Chiefs play a vital role in EOC operations. Section Chiefs report directly to the Incident Commander.

### 5.8.1 Operations Section

The Operations Section is responsible for the coordination and management of all operations directed towards the reduction of immediate hazards. This section's primary responsibility is to manage and support the tactical operation of various response elements involved in disasters or emergencies. A variety of internal and external entities staff the Operations Section including CCSO, DTD, H3S, fire, EMS, and non-profit partners. The Operations Section is organized into functional units representing agencies involved in tactical operations. Emergency functions are typically included in the Operations Section under three branches: Human Services, Public Safety, and Infrastructure, as shown in Figure 5-5.

Figure 5-5 Operations Section Organizational Chart



The Operations Section Chief position will determine the extent to which section functions should be activated based on the situation, and activate specific or specialized branches, groups, or units. The Operations Section Chief will be designated by the Incident Commander and is responsible for coordinating all jurisdictional operations in support of the emergency response. The Operations Section Chief is responsible for the following:

- Developing and coordinating operations to carry out the Incident Action Plan (IAP).
- Directing implementation of operational plans.
- Maintaining awareness of deployed resources, responder and employee conditions, and logistical support needs and providing related input to the IAP.

- Anticipating resource needs and requesting additional resources as needed.
- Preparing alternative strategies for procuring and managing resources.
- Managing and incorporating community partners and stakeholders (private entities, companies, and nongovernmental organizations) into response operations.

### **5.8.1.1 Human Services Branch**

The Human Services Branch oversees public health, behavioral health, and social services activities. The Branch is responsible for providing mass care and shelter for disaster survivors and coordinating the provision of food, water, and other basic resources. The Branch will coordinate efforts with the American Red Cross and other volunteer agencies with roles related to mass care, animal health and protection, and volunteer/donations management. The Department of Health, Housing, and Human Services (H3S) is the lead agency for the Human Services Branch and will provide a Branch Manager if the EOC is activated.

*ESF 6. Mass Care*

*ESF 8. Health and Medical*

*ESF 11. Agriculture and Animal Protection*

*ESF 16. Volunteer & Donations Management*

### **5.8.1.2 Public Safety Branch**

The Public Safety Branch is responsible for alerting and warning the public, coordinating evacuations, enforcing laws and emergency orders, establishing safe traffic routes, ensuring that security is provided at incident facilities, managing access control to damaged areas, and ordering and coordinating appropriate mutual aid resources. The Clackamas County Sheriff's Office (CCSO) is the lead agency for the Public Safety Branch and will provide a Branch Manager during EOC activations.

*ESF 4. Firefighting*

*ESF 9. Search and Rescue*

*ESF 10. Hazardous Materials*

*ESF 13. Law Enforcement*

*ESF 18. Military Support*

### **5.8.1.3 Infrastructure Branch**

The Infrastructure Branch is responsible for maintaining and supporting the restoration of damaged or destroyed public facilities, assessing damage to County and privately-owned structures, managing and/or coordinating disaster debris operations, and providing public works and engineering support as needed to make facilities available to populations with disabilities and others with access or functional needs. The Branch also coordinates the County's cyber and

infrastructure security activities. The Department of Transportation and Development is the lead agency for the Infrastructure Branch and will coordinate and maintain contact with public works contractors and business and industry partners to support their mission.

*ESF 1. Transportation*

*ESF 3. Public Works*

*ESF 12. Energy*

*ESF 14 Business & Industry*

*ESF 17. Cyber & Infrastructure Security*

## 5.8.2 Planning Section

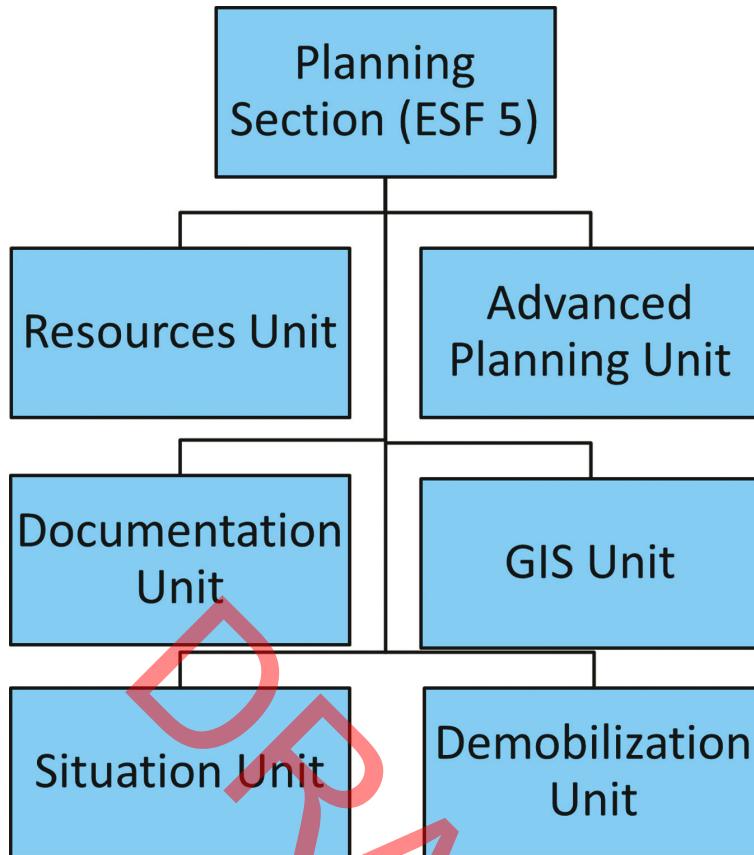
The Planning Section is responsible for directing and managing the creation of comprehensive situation status reports, developing the Incident Action Plan (IAP) for each operational period, and maintaining all documentation related to the emergency. Staff in this section maintain accurate records and incident maps, provide ongoing analysis of the situation and resource status, and anticipate needed resources based on the evolving incident. The Planning Section staff must evaluate the potential economic, social, and environmental impacts of the disaster on the community. They also consider if an emergency in a neighboring jurisdiction could affect the County or draw upon resources normally available to the County.

### 5.8.2.1 Planning Section Chief

The Planning Section Chief is responsible for tracking situation and resource status, facilitating the incident action planning process, preparing incident updates, and forecasting the needs of the response. When fully activated, the Planning Section will be staffed by the following units: Situation Unit, Advanced Planning Unit, Documentation Unit, Geographic Information Systems (GIS) Unit, Resources Unit, and Demobilization Unit (Figure 5-6). Only those positions required by the emergency are activated. If personnel are not available for the required position, the duties assigned to the unstaffed function(s) are the responsibility of the Planning Section Chief. In general, the Planning Section Chief is responsible for the following:

- Collecting and evaluating information, analyzing the situation, and developing an Incident Action Plan (IAP) for each operational period.
- Developing and distributing regular situation status reports.
- Conducting planning meetings with Section Chiefs and facilitating regular briefings for EOC staff at large.
- Maintaining current resource status and anticipating resource needs.

Figure 5-6 Planning Section Organizational Chart



#### ***5.8.2.2 Situation Unit***

The Situation Unit is responsible for collecting, processing, and organizing situation information from the Operations Section and Command Staff. The Situation Unit assists the Planning Section Chief with preparing situation status reports and Incident Action Plans (IAPs).

#### ***5.8.2.3 Advanced Planning Unit***

The Advanced Planning Unit is responsible for analyzing facts, reports, assumptions, and opinions to develop long-term situation models for action planning. Advanced Planning staff consider the long-range issues (36-72 hours) in the future and prepare special reports as needed.

#### ***5.8.2.4 Documentation Unit***

The Documentation Unit is responsible for establishing and maintaining a central location for all written EOC messages, emails, and status/damage reports provided to and distributed from the EOC. Documentation Unit staff maintain incident-related electronic and hardcopy files, including EOC staff sign-in sheets and activity logs, and store files for legal and archival purposes.

#### ***5.8.2.5 Geographic Information Systems (GIS) Unit***

The GIS Unit coordinates closely with the Planning Section Chief, Public Information Officer, and EOC Command to prepare maps used to display situation, resource, and other information and to

inform the public about the incident.

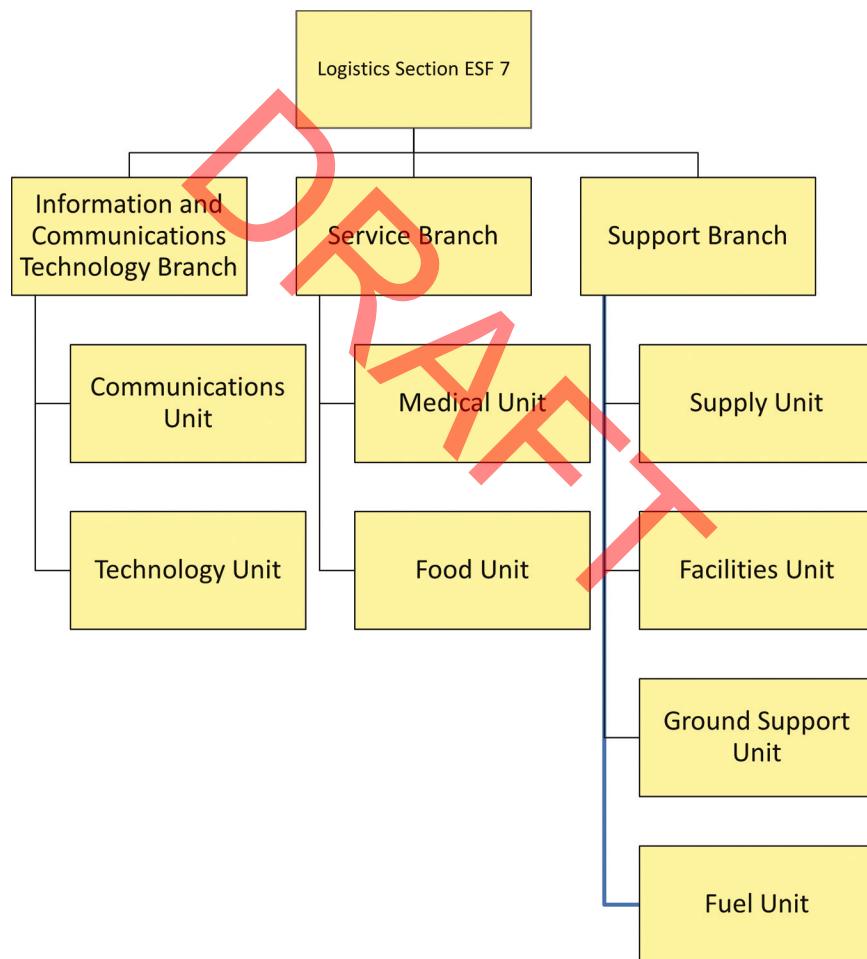
### 5.8.2.6 Resources Unit

The Resources Unit is responsible for maintaining detailed tracking records of allocated resources, including resources already in place, resources requested but not yet on scene, and estimates of future resource needs. Resources Unit staff coordinate closely with the Operations Section to determine resources in place and those needed.

### 5.8.2.7 Demobilization Unit

The Demobilization Unit is responsible for determining a demobilization strategy, developing a demobilization plan, and monitoring implementation of the plan.

**Figure 5-7 Logistics Section Organizational Chart**



## 5.8.3 Logistics Section

The primary responsibility of the Logistics Section is to ensure the acquisition, transportation, warehousing, and mobilization of resources to support the response effort at disaster sites, shelters, Emergency Operations Centers, evacuation areas, etc. This section procures/acquires the personnel, supplies, and equipment needed to conduct and/or support the response,

provides for the movement of resources where needed, and tracks the allocation of procured/acquired resources. Logistics Section staff also develop incident communications and medical plans, provide facilities, vehicles, and food support for the EOC, DOCs, and County staff in the field. The Logistics Section also maintains complete and accurate records of resource requests, acquisitions and distributions, as well as ensuring all these records are submitted to the Documentation Unit in a timely fashion.

### **5.8.3.1 Logistics Section Chief**

The Logistics Section Chief is responsible for obtaining resources to support emergency operations and for tracking the allocation of acquired resources. When fully staffed, the Logistics Section Chief may activate some or all units, including Communications, Technology, Medical, Food, Fuel, Supply, Facilities, and Ground Support. Depending on the incident's type and size, these units can be divided into two branches: Service and Support (Figure 5-7). The Logistics Chief is responsible for:

- Providing resources to meet the needs of incident personnel, such as transportation-related equipment, EOC staff support services, supplies, facilities, and personnel.
- Anticipating resource needs and preparing alternative strategies for procurement and resource management.
- Overseeing warehousing and distribution of supplies, equipment, and personnel in accordance with EOC priorities.
- Determining the County's logistical support needs and planning for both immediate and long-term requirements.
- Coordinating with the Planning Section to estimate future support and resource requirements.
- Assisting with development and preparation of the IAP.

### **5.8.3.2 Service Branch**

The Service Branch provides direct services to the incident. These include medical and feeding services for the County's EOC and field responders.

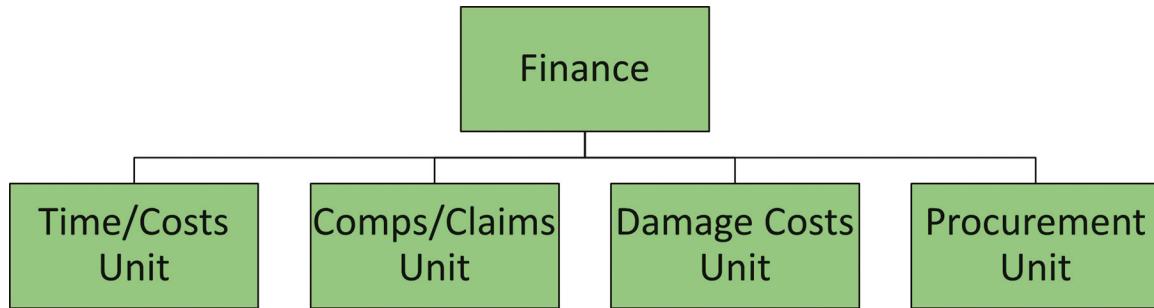
*ESF 2. Communication*

### **5.8.3.3 Support Branch**

The Support Branch supports the underlying needs of the incident such as providing personnel, equipment, supplies, facilities, ground support, and fuel.

*ESF 12. Energy*

Figure 5-8 Finance Section Organizational Chart



## 5.8.4 Finance Section

The Finance/Administration Section is responsible for managing the EOC's finance and administration activities. This includes contracting, time and cost tracking, addressing financial concerns resulting from incident-related property damage, injuries, or fatalities, and activating and supervising the Finance Section staff. When fully staffed, the Finance Section Chief may fully or partially activate the section with the following units: Procurement Unit, Damage Costs Unit, Time/Cost Unit, and Comps/Claims Unit. Only those positions required by the emergency are activated. If personnel are not available for the required position, the duties assigned to the unstaffed function(s) are the responsibility of the Finance Section Chief. The Finance Section Chief is responsible for:

- Providing financial continuity for the County
- Contracting
- Monitoring costs related to the incident
- Maintaining accounting, procurement, and personnel time records
- Documenting County costs for cost recovery and other purposes
- Conducting cost analyses
- Managing financial concerns related to property damage, injuries, and fatalities.

### 5.8.4.1 Time/Cost Unit

The Time/Cost Unit tracks all County staff and equipment time dedicated to conducting and supporting emergency operations. Time/Cost Unit staff are responsible for following established County procedures or developing new procedures to properly track staff and equipment time and associated costs.

### 5.8.4.2 Comps/Claims Unit

Staff in the Comps/Claims Unit are responsible for collecting information required for workers compensation. Staff maintain a file of injuries, illnesses, deaths, and damage associated with the County's response efforts and assesses the financial implications of those events.

#### **5.8.4.3 Damage Costs Unit**

The Damage Costs Unit is responsible for documenting information for potential reimbursement from the state and federal governments. The Damage Costs Unit works closely with the EOC Operations and Planning Sections and activated DOCs to compile the cost information.

#### **5.8.4.4 Procurement Unit**

The Procurement Unit is responsible for contracting and analyzing costs associated with EOC operations. Procurement Unit staff ensure the proper identification of all equipment and personnel requiring payment and maintain complete and accurate records of EOC costs.

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# 6. Plan Development, Maintenance, and Implementation

This section of the EOP outlines the plan development process, prescribes plan maintenance and improvement processes, and provides plan training and exercise requirements.

## 6.1 Plan Review and Maintenance

The EOP will be reviewed every two years and must be formally promulgated at a minimum of every four years to meet state and FEMA grant requirements. The biennial review will be coordinated by the Disaster Management Director and will include participation by members from each of the departments and offices assigned as lead agencies in the EOP and its support and incident annexes. When a new County Chair takes office, the Disaster Management Director will brief the Chair on the EOP. External partners and community members are invited and encouraged to provide comments on the EOP at any time.

**Comments and recommended changes should be forwarded to:**

Clackamas County Disaster Management  
1710 Red Soils Ct., Suite 225  
Oregon City, OR 97045

Or electronically: [clackem-dutyofficer@clackamas.us](mailto:clackem-dutyofficer@clackamas.us)

## 6.2 Training Program

The Disaster Management training program exists to prepare County emergency response staff and supporting personnel for their respective roles. It focuses on developing the understanding and application of ICS/NIMS principles and concepts during emergencies and disasters and includes training on EOC-specific duties. Each County department and office is responsible for ensuring that staff with assigned emergency response roles (field, DOC, and EOC) are trained at a level that enables effective execution of existing response plans, procedures, and policies.

Disaster Management coordinates training for County personnel and encourages them to participate in training sessions hosted by other agencies, organizations, and jurisdictions throughout the region.

Current training and operational requirements set forth under the Oregon State Qualifications System have been adopted and implemented by the County (see minimum training requirements in Table 6-1). The requirements apply to all County staff identified to respond to an emergency. Disaster Management maintains records of training received by County personnel. Note that employees may be subject to additional training and exercise requirements under the terms and conditions of federal, state, and local grants.

**Table 6-1 Minimum Training Requirements**

<b>Emergency Personnel</b>	<b>Training Required</b>
All EOC personnel	IS-100, IS-700
EOC Personnel with Leadership Responsibilities	IS-800, IS-2200, G0191
EOC Personnel Designated as Leaders/Supervisors	E/L/G 2300

*Additional information about training requirements can be found on the OEM website at: [https://www.oregon.gov/oem/Documents/NIMS Who Takes What 2021.pdf](https://www.oregon.gov/oem/Documents/NIMS%20Who%20Takes%20What%202021.pdf)*

*Independent study courses can be found at: <http://training.fema.gov/IS/crslist.asp>.*

## 6.3 Exercise Program

The County will conduct exercises throughout the year to test and evaluate the EOP, related annexes, procedures, and associated EOC functions. The County will coordinate with local organizations (nonprofit, profit, and volunteer); neighboring jurisdictions; and state and federal agencies to participate in joint exercises. These activities may include seminars, workshops, drills, games, and tabletop, functional and full-scale exercises.

As appropriate, the County will use the Homeland Security Exercise and Evaluation Program (HSEEP) procedures and tools to develop, conduct, and evaluate these exercises. Disaster Management will work with County departments and offices to implement corrective actions and mitigation measures identified during the exercises.

## 6.4 Event Critique and After-Action Reporting

CCDM will conduct a review, or “hot wash,” with participants after each exercise to document and track lessons learned. CCDM will also coordinate the preparation of an After-Action Report (AAR), which will describe the exercise objectives, document the evaluation process and findings, and identify corrective actions.

Reviews will also be conducted and AARs prepared after actual disasters. All agencies involved in the emergency response will participate in the after-action review. The AAR following an incident should describe actions taken, identify strengths and areas for improvement, and recommend ways to improve operational readiness. Recommendations may include future exercise events and programs. An improvement or corrective action plan will be developed to address recommendations identified in the AAR.

## 6.5 Community Outreach and Preparedness Education

The County will conduct outreach activities to educate the public about community and natural hazards as well as how to mitigate or minimize their effects on the community. The County maintains an active community preparedness program and recognizes that community preparedness and education are vital components of the County's overall readiness.

Information about the County's public education programs, hazard and mitigation information, and other disaster management and emergency services can be found on the County's website at [www.clackamas.us/dm/](http://www.clackamas.us/dm/).

Clackamas County Disaster Management continually collects feedback from the community when developing emergency plans. This can take the form of soliciting public comment via town halls or internet platforms, as well as working with specific community and faith-based organizations with roles in emergency management.

## 6.6 Funding and Sustainment

It is a priority of the County to fund and maintain a disaster management structure that ensures the County's ability to respond to and recover from disasters. CCDM will work with the County Administrator, BCC, and community partners to:

- Identify funding sources for disaster management programs, personnel, and equipment.
- Ensure that the BCC is informed of progress toward building emergency response and recovery capabilities and is aware of gaps to be addressed.
- Leverage partnerships with local, regional, and state partners to maximize use of scarce resources.

# Summary of Major Changes: EOP Draft, 1/13/2026

## Introduction

Clackamas County's Emergency Operations Plan (EOP) is an all-hazards plan for coordinating response during large-scale emergencies and disasters. The EOP outlines planning assumptions for Clackamas County, provides high-level guidance for the roles and responsibilities of county entities during an emergency, and describes the County's response coordination framework and Incident Command System (ICS) structure.

The EOP is comprised of a six-chapter base plan, 18 emergency support functions, four support annexes, and five incident annexes. To meet state and FEMA grant requirements, the EOP is reviewed every two years and must be formally promulgated at a minimum of every four years. The biennial review began January 2025. The revision process will conclude in December of 2025. We are requesting that the Board of County Commissioners promulgate the EOP by March 31st, 2026.

## Revision Process

A core project team (CPT) comprised of representatives from key departments throughout the county, including H3S, Facilities, Finance, PGA and CCSO, was formed to lead the EOP revision. The team convened in January of 2025 and met biweekly to review the six sections of the EOP base plan. A draft of the EOP Base Plan was provided to county and community organizations for feedback in May 2025. From May through September, members of the CPT met with primary and supporting agencies to review and revise 20 of the plan's 27 annexes.

The full plan draft (including base plan and annexes) was distributed to county agencies, cities and special districts on 10/20/2025. Feedback from these agencies was incorporated into a final draft, which was provided to County Counsel on 11/24/2025 to review the plan draft for accuracies in legal authorities and references, Oregon Revised Statutes, and updated ordinances and law that have taken effect since the last EOP update (2022). No further edits were needed, and the EOP draft was provided to the BCC on 1/13/2025.

# Exclusions to the 2026 EOP Update

Support Annex 1 (Evacuation), Support Annex 6 (Debris Management), and all incident annexes were excluded from this revision, and do not need to be reviewed for 2026. Support Annexes 3 (Animals in Disaster) and 5 (Disaster Sheltering) were edited and transitioned into appendices for ESFs 11 (Agriculture and Animal Protection) and 6 (Mass Care). ESF 6 was rewritten by a consultant firm in 2025. Their process included community outreach to primary agencies, supporting agencies, and community organizations. For this reason, ESF 6 is excluded from this review.

ESF "Quicksheets," which provide an at-a-glance reference guide regarding the roles and responsibilities of primary and supporting agencies, have been excluded from the 2026 revision. These resources are not being permanently removed. However, because of the number of edits to the ESFs during the 2026 revision, the CPT will need additional time to bring the Quicksheets up to date.

## Overview of Changes, Base Plan

### Section 1: Introduction

- Updated the County's order of succession (1.6, pg 21)

### Section 2: Situation and Planning Assumptions

- Updated the Hazard Analysis Overview to reflect findings from the 2024 Natural Hazard Mitigation Plan update (2.6, pg 26)
- Expanded the County's community profile (2.2, pg 23)
- Added information about how the County supports community members with disabilities, access and functional needs (DAFN) during emergencies (2.5.1, pg 31)
- Added a capability overview (2.4, pg 28)
- Updated the County's planning assumptions (2.7, pg 34)

### Section 3: Concept of Operations

- Expanded the section on the County's communications capabilities (3.4, pg 41)
- Expanded the section on the County's emergency alert program (3.5, pg 43)
- Clarified the leadership and reporting structure for various emergency functions
- Revised the sections on submitting emergency declarations and requesting state resources (3.2, pg 35)
- Updated Section 3.2.2 (Contents of Declaration) to align with ORS 401 (pg 36)

### Section 4: Roles and Responsibilities

- Updated all County roles and responsibilities to reflect changes since the 2022 update

- Added sections for divisions that have been added or restructured since the 2022 update (including HCDD and Business and Community Services) (4.5.6.3, pg 58)
- Added a section about Continuity of Operations (COOP) planning (4.4.1, pg 54)
- Added a section overviewing the role of CCVOAD (4.7.5.1, pg 66)

## Section 5: Emergency Coordination

- Updated the section on Department Operating Centers (DOC) (5.5, pg 73)
- Clarified the roles of Command and General Staff within the ICS structure

## Section 6: Training and Maintenance

- Updated table outlining training requirements for Emergency Operations Center (EOC) personnel (6.2, pg 87)

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# 2026 Emergency Operations Plan Community Engagement Plan

January 2026

In 2025, Clackamas County Disaster Management (CCDM) led an interdepartmental core project team (CPT) to update the county's Emergency Operations Plan (EOP). A community engagement strategy was developed to solicit input from a variety of community sources, in order to ensure that the EOP met the needs of county agencies, community partners, and the general public.

## Goals of Engagement

In alignment with the National Preparedness Goal, CCDM strives to engage the whole community in emergency planning. Through community engagement, we endeavor to create emergency plans that are accurate, relevant and accessible to emergency partners and the general public. In doing so, we hope to identify gaps and increase buy-in from community members, particularly those most likely to be adversely impacted by disasters.

The objectives of the 2026 EOP community engagement strategy were to:

- Reach a wide and diverse audience.
- Solicit input from historically under-represented and marginalized communities, particularly those most likely to be adversely impacted by a disaster.
- Provide multiple modalities for engagement to limit obstacles to participation.
- Identify gaps and areas for improvement for county emergency response, as well as areas of success.
- Build relationships with community partners who support county emergency response.
- Clarify roles and responsibilities of emergency management partners.
- Gauge the capacity of CBOs and FBOs involved in emergency response and assess whether these groups can meet the commitments outlined in the EOP.
- Ensure alignment between the County's plans and community partners' internal plans.

## Process Overview

Early in the EOP revision process, the EOP Project Manager established a Community Engagement Subcommittee (CES) to consider how best to incorporate community feedback into the plan revision. The work group met four times between January and February of 2025 to draft an engagement plan that would elicit feedback from the general public, county agencies, and community organizations with roles in emergency response. This plan was developed utilizing [Clackamas County's Community Engagement Framework](#) following extensive review of past engagement methods, including review of webinar recordings, community meeting minutes, and engagement summary reports from past project managers.

The CES employed a targeted, individualized approach to community engagement, rather than hosting open feedback sessions as the CPT had in 2022. Several factors influenced this decision. For one, while open feedback sessions during the 2022 revision yielded general suggestions for improvement to county emergency response, the feedback provided did not have immediate relevance to the EOP itself. Secondly, multiple emergency plans were under review in 2025, and the CES wanted to ensure the same community partners were not being repeatedly solicited for feedback unless the agencies' time and efforts were likely to result in changes to the EOP. Finally, while the EOP guides the county's overall approach to emergency management, the plan does not have direct relevance to the average community member's emergency readiness.

For these reasons, the CES decided to engage the agencies that serve the public during disasters, while still creating avenues for the general public to provide suggestions.

## Methods

The CES utilized a variety of engagement methods over the course of the EOP revision, targeting the general public, county agencies, and community partners.

### Public Engagement

In March of 2025, the CES worked with Public and Government Affairs (PGA) to update CCDM's website to include a page explaining the EOP revision process and soliciting public comment. The updated webpage included the 2022 versions of the EOP and its annexes, and a webform community members could utilize to provide feedback on the EOP.

### County Agencies

County departments and offices were engaged throughout the EOP revision. All department directors were invited to participate in the EOP steering committee, and were encouraged to appoint staff to the CPT. Feedback on the EOP Base Plan was solicited in spring, and suggestions were incorporated into an updated draft. Departments and offices with roles as primary or supporting agencies for the EOP's Emergency Support Functions and Support Annexes co-authored revisions to these annexes, supported by a liaison from the CPT. Finally, in October agency directors were provided with a final draft of the full EOP, incorporating the updated base plan and revised annexes.

### Community Partners

The CES endeavored to include a wider array of community voices than in previous revision cycles. In winter of 2025, CES members worked with CCDM, Clackamas County Volunteer Organizations Active in Disaster (CCVOAD), H3S, and a variety of other community leaders to review the list of past outreach recipients and suggest additional organizations.

Community Partners were solicited for feedback in a variety of ways. The CES worked with leadership from Clackamas County Volunteer Organizations Active in Disaster (CCVOAD) to distribute the semi-final and final drafts of the EOP to its members. Community organizations

with direct roles in emergency response or supporting roles in various annexes were directly coordinated with to update their respective sections of the plan.

One of the primary ways community partners support county emergency response is through providing mass care services (feeding, watering, sheltering, and provisioning disaster survivors). For this reason, particular focus was given to engaging community partners on the topic of mass care, including partner interviews during the drafting of ESF 6: Mass Care, and a tabletop exercise held with community partners to validate the final Mass Care Plan draft.

Members of the CES also attended regional partner meetings to update these groups on the EOP revision and to solicit their feedback. Regional meetings included Clackamas River Water Providers, North Clackamas, Sandy, and Estacada Connect meetings, and the Clackamas Small Transit Providers work group.

## Results

Altogether 86 individual agencies were solicited for feedback on the EOP. Additional outreach was made to local fire agencies, cities, special districts, state and federal agencies, and healthcare entities. While not every agency contacted provided feedback on the EOP draft, numerous suggestions from county and community partners led to significant changes to the plan, which are outlined in the executive report included with the BCC Policy Worksheet. A full list of the agencies contacted for feedback is included in the EOP's "Acknowledgements" section (pp. II and III).

# 2026 Emergency Operations Plan

Review and Promulgation

# What is the EOP?

- From FEMA: [A plan] that establishes the overall authority, roles, and functions performed during incidents.
  - Assigns responsibility to organizations and individuals.
  - Sets forth lines of authority and organizational relationships and shows how all actions will be coordinated.
  - Describes how people and property are protected.
  - Identifies personnel, equipment, facilities, supplies, and other resources.
  - Reconciles requirements with other jurisdictions.
  - Is flexible enough for use in all emergencies.



# FEMA



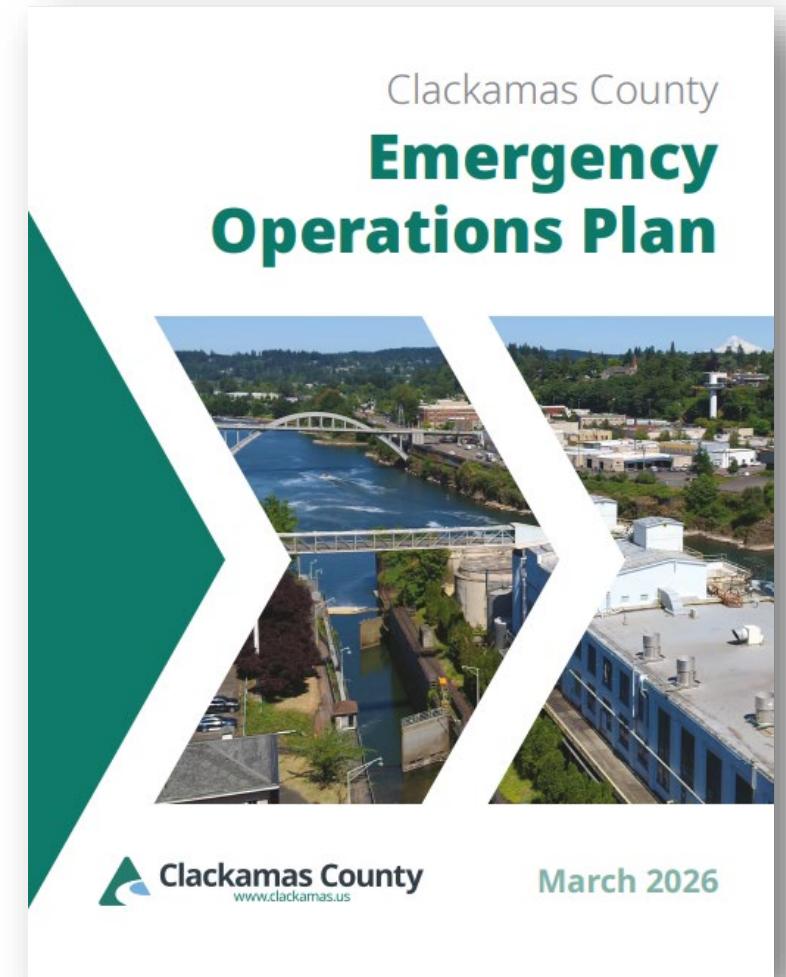
# Why do we update the EOP?

- Required by state law and federal funding
  - ORS 401
- Incorporate changes to our risk profile, demographics, relevant laws and policies, updated county plans, and changes to county and community organizations
- Opportunity to validate the plan with county and community partners

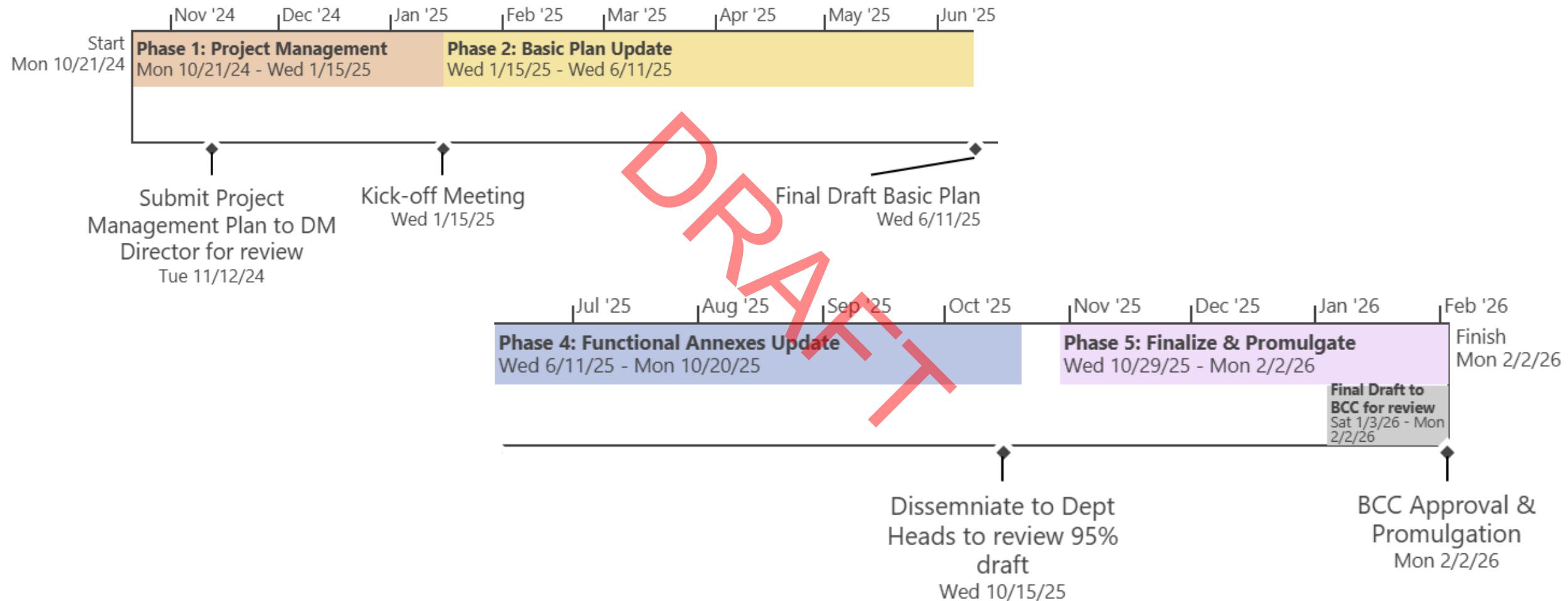
# What's in the EOP?

- Base Plan
  - Introduction
  - Situation & Planning Assumptions
  - Concept of Operations
  - Roles & Responsibilities
  - Emergency Coordination
  - Plan Review & Maintenance
- Annexes
  - Focus on operations
    - *What is the function?*
    - *Who is responsible for carrying it out?*
  - 18 Emergency Support Functions (ESFs)
  - 5 Supporting Annexes (SAs)
  - 6 Incident Annexes (IAs)

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# Project Timeline



# Community Engagement

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## All Community Members:

- Provide feedback through public-facing website
- Learn more about the plan and the 2026 updates post-promulgation via an EOP "roadshow"

## County Partners and Cities/Special Districts:

- Solicited for feedback on all sections relevant to their functional areas
- Provided with opportunities to review the 85% complete and 95% complete versions of the plan

## Community Partners:

- Solicited for feedback on any ESFs pertaining to their functions/services

# Major changes from 2022 version

- **Section 1: Introduction**

- Updated the County's order of succession

- **Section 2: Situation and Planning Assumptions**

- Updated the Hazard Analysis Overview to reflect findings from the 2024 Natural Hazard Mitigation Plan update
  - Added information about how the County supports community members with disabilities, access and functional needs (DAFN) during emergencies
  - Added a capability overview

- **Section 3: Concept of Operations**

- Expanded the section on the County's communications capabilities
  - Expanded the section on the County's emergency alert program

- **Section 4: Roles and Responsibilities**

- Updated all County roles and responsibilities to reflect changes since the 2022 update
  - Added sections for agencies that have been added or restructured since the 2022 update (including HCDD, BCS, and CCVOAD)
  - Added a section about Continuity of Operations (COOP) planning

- **Section 5: Emergency Coordination**

- Updated sections on Department Operating Centers (DOC)

- **Section 6: Training and Maintenance**

- Updated training requirements for EOC personnel

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# Role of the BCC

- Review Base Plan
- Suggest revisions
- Promulgate before March 31<sup>st</sup>, 2026

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# Discussion

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